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ABSTRACT

Characteristics of selected public libraries into which adult literacy programs have become integrated are reported. Data are drawn from visits to five library literacy programs, telephone interviews with officials of 20 selected library literacy programs, and data submitted in the nominations of 68 programs from 22 states. Part 1 describes the leadership, organizational and staff support, and key components of the library literacy program studied. These programs regard community members as clients and literacy programming as essential to the library mission. All made effective use of publicity and were able to pick the time to implement the program effectively. Needs assessment prepared the libraries to deal with any community resistance and meet community information needs. Details of library services offered are sketched. Part 2 provides detailed case study site descriptions for sites in California, Florida, Georgia, Minnesota, and Washington. In Part 3, the study framework and approach are described, and Part 4 gives summary descriptions of 49 nominated programs by state. (Contains 32 endnotes.) (SLD)

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ALABAMA
Literacy Volunteers of Anniston/Calhoun County
Selma-Dallas County Public Library
Macon County LVA
ALASKA
Fairbanks North Star Public Library Literacy Project
CALIFORNIA
READ/San Diego
Redwood City Project READ
COLORADO
The Learning to Read Program
DELAWARE
Wilmington Literacy Volunteers of America
FLORIDA
Panhandle Library Literacy Consortium
Brevard County Library Literacy Program
Broward County Read Campaign
GEORGIA
Americus Literacy Action, Inc.
Athens-Clarke County Project L.E.A.D.
Together We Read (TOWER)
ILLINOIS
Chicago Public Library Literacy Initiatives
Adult Literacy Partners
Libraries for Literacy
INDIANA
Madison County Literacy Coalition
Volunteers in Tutoring Adult Learners (VITAL)
MASSACHUSETTS
Jones Library ESL Center
The Literacy Center
LVA - Morrill Memorial Library
Literacy Volunteers of Southbridge
Read/Write/Now Adult Learning Center
Wayland Public Library Literacy ESL Program
MARYLAND
Howard County Library Project Literacy
MINNESOTA
Duluth Computer Assisted Literacy Center
MISSOURI
Project L.E.A.P.
NEBRASKA
Platte Valley Literacy Association
NEW HAMPSHIRE
Cheshire Adult Life Long Learning (CALL)
NEW JERSEY
Bergenfield Library LVA
Community Literacy Center
LVA/Camden County
NEW MEXICO
Belen Public Library Adult Learning Center
Parents & Children as Partners in Literacy Education
Harwood Literacy Program
NEVADA
Computer Assisted Literacy in Libraries
NEW YORK
Literacy Volunteers of America - Suffolk County, Inc.
Brooklyn Public Library Literacy Program
Westchester Library System
Queens Public Library Literary Program
The Centers for Reading & Writing
Literacy Volunteers of Mid-York
OKLAHOMA
"Oklahoma...Do You READ Me?"
Buckley Public Literacy Council of LeFlore County
PENNSYLVANIA
Bradford-Wyoming Co. Literacy Program
TEXAS
El Paso Public Library Literacy Center
Adult Education Project
UTAH
Bridgerland Literacy
Project READ
VERMONT
Vermont Reading Project "Connections"
VIRGINIA
Bristol Public Library
WASHINGTON
Longview Project READ
Start Smart & The Reading Place

Embracing the Tiger: Learning from Public Library Literacy Programs

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Prepared for:

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Office of Educational Research and Improvement
Library Programs

March 1993

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Embracing the Tiger: Learning from Public Library Literacy Programs

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Prepared for:
U.S. Department of Education
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The title of this work borrows from the Tai-Chi Chuan move Embrace the Tiger to Return to the Mountain. The libraries we visited appeared to have embraced conflict and change in order to recapture a viable mission. Their approach is reminiscent of the paradoxical nature of organizational transformation advanced by Cameron and Quinn[1].

The views and observations expressed in this report are those of the author and do not necessarily reflect the official position of the U.S. Department of Education.

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At each of the five sites on which this study is based, RMC Research Corporation staff were graciously hosted by library and literacy program staff. We talked to over a hundred people who gave time to answer questions about the library and literacy program. In particular I wish to thank those who arranged the details of our field site visits and became our chief contacts: Jane Light and David Miller at Redwood City Public Library; Janet Hansen and Jim Barhorst of the READ Campaign in the Broward County Public Library; Kathryn Ames, Wrenford Archibald and Susan Colegrove at the Athens Public Library; Janet Schroeder and David Ouse at the Duluth Public Library, and Marion Otteraanen and Judy Fuller at the Longview Public Library. The project could not have been completed without the assistance of all those in State library divisions or departments who took the time to nominate sites for consideration, and those at the sites who responded with the information we requested.

Within RMC Research, Nancy Cook provided assistance with conceptualization of the project. Jane Grover participated in two site visits, and Fran Kessler-Richardson solicited information from sites that were not visited. Dianne Kaplan deVries edited the site descriptions and Pat Sepannen was an ongoing source of background information and practical suggestions. Kathie Mackin read drafts and made suggestions that helped bring order to the reporting of site data. Angela Whiting compiled nominations and Evelyn Jenks formatted the site descriptions. Judy Ballester formatted and compiled the final copy. An advisory panel met in Washington to critique the initial design of the project. From this meeting came many helpful suggestions. Its members included Judith Alamprese of Cosmos Corporation, Pamela Barron of the College of Library and Information Science at the University of S. Carolina, Yvonne Carter, Carol Cameron-Lyons and Barbara Humes of the Division of Library Programs of the U.S. Department of Education, M. Christine Dwyer of RMC Research, Debra Wilcox Johnson of the School of Library and Information Studies at the University of Wisconsin-Madison; and Mary Seibles of the Division of Adult Education and Literacy of the U.S. Department of Education.

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Embracing the Tiger:
Learning from Public Library Adult Literacy Programs

Introduction

Purpose

This study reports on the characteristics of selected public libraries into which adult literacy programs have become relatively integrated and attempts to answer the following questions:

- What forms does leadership take in those libraries in which literacy programming has become integrated?
- What organizational and staff support promotes library literacy and other innovative programming?
- What are the key components of library literacy programs in these libraries?

The ways in which these themes have been addressed differ according to the needs of their communities, and the history, characteristics, and resources of each library. The study uses examples from five sites to respond to these questions, and seeks to convey some of the thinking that lead to decisions about the specifics of library and literacy program services. This information is intended to assist library directors, their boards, library literacy program directors or those within libraries who wish to initiate a literacy program to pursue strategies and arrive at decisions that suit the mission of the library and needs of the population they intend to serve. The descriptions are not intended as a prescription for developing literacy programs in general or as a checklist against which to measure the quality of any particular library literacy program. It is also not intended to duplicate the many excellent publications that address components of literacy programming that are applicable whether the service is provided in a library or some other institution.

Continuum of Relationships

Data from nominations and telephone interviews revealed a continuum of potential relationships between the library and library literacy programs. At one end of the continuum the literacy program is integral to the library. Although the literacy program has a separate and highly visible identity, its staff are largely or fully funded through the library budget. Grant funding is still important to the program, but staff salaries, and consequently the continued existence of literacy program positions, are not directly tied to grants. Staff often work in both the literacy program and other library services. In the words of a respondent from one site, "Now the literacy program is part of the library, it is not just housed here." There is no guarantee that the literacy program will survive indefinitely in these libraries[2], but the literacy program has contributed to a change in conception of what the library is and whom it has the capacity to serve that will leave the library permanently different. There is now a clear sense that reaching out to low-literate non-users is part of the library's mission and the literacy program is one approach to reaching, serving, and bringing this population into the community of library users.

Other libraries offer literacy programs and have committed significant resources to them, yet library services and the literacy program are not as closely tied. The literacy program tends to be funded through grants and sources other than those that fund the library itself. Consequently the literacy program director spends relatively more energy on fundraising for survival than do directors of those in the prior category. The library may provide funding and does provide in-kind support, but the program will not survive without grant funding. Staff tend to work either for the literacy program or the library. These libraries tend to be characterized by indecision about whether the literacy program should be integrated into library programming and what its role is in relation to other library programming and the library's mission.

At the other end of the continuum are those literacy programs that are obviously not central to the services of the library. They become, in the words of one library director, "This special project that is perceived as being quite different from the real work." In this instance, programs tend to be in the library because of the influence of one person, usually the director of the literacy program, and a commitment of the library as a whole to increasing literacy in the community. In this instance, the library literacy program is seen as a service to a particular segment of the population but not as a source of support for the library program as a whole. The library provides some in-kind services, and often space, but the literacy program is often located in a separate building. Yet the literacy program, which may actually be run by another organization, is associated with the library in a manner that enables it to use the library to solicit funds, particularly LSCA grants, for which it would not otherwise be qualified. The literacy program serves an incontrovertibly 'good' function and provides excellent publicity, but to the extent to which it requires energy or funds it is perceived to detract from the core services of the library.

Sources

Data for the report were drawn from visits to five library literacy programs across the nation, extensive telephone interviews with twenty selected library literacy programs, and data submitted in the nomination of 68 programs from 22 states. (We did not receive data from all 68 because some were terminated between the time they were nominated and the time we attempted to collect data from them. One or two chose not to participate.) The programs visited are described in part II, and all other nominated sites are briefly described in part IV. Part III consists of a description of the study framework and approach.

Part I: Leadership, Organizational and Staff Support, and the Key Components of Library Literacy Programs

Leadership in Libraries into which Literacy Programming is Being Integrated

Introduction

This section describes the leadership patterns found in the library sites we visited. The categories of skills that follow usually describe the library director, who provided the vision and leverage to take the first steps towards institutionalizing literacy programming within the library. Yet leadership, particularly that providing the initial impetus for new programming, did not always originate with the library director. Even when it did, the impetus was usually augmented by one or more staff who were committed to changes in library service and the provision of literacy programming.

Committed Prime Movers

All the literacy programs selected for this study were operating because of an intense personal commitment to literacy by one person, and sometimes two, on the library staff. In all but one of the libraries we visited either the library director or another senior library staff member -- a prime mover -- had been personally committed to providing library literacy programming for years. As a student, for example, one library director had questioned why training in literacy programming was not part of the curriculum of library school. A member of her immediate family had experienced difficulty learning to read. The prime-mover worked behind the scenes, or was granted a few hours a week to promote literacy services such as developing contacts with existing literacy programs to which the library could responsibly refer inquirers, conducting a needs assessment to determine if the community needed another literacy program, or promoting awareness of the problems of low literacy among the library staff. Commitment was required even after winning agreement for a literacy program. In one of these highly successful programs, for instance, a literacy director worked for several months unpaid and in another a library director had to carefully juggle funding and responsibilities to keep the literacy program operating.

In the one instance where we did not encounter a story of long-term commitment to literacy programming, the library already had such a strong commitment to serve non-users that when the professional staff realized that low literacy was hindering library use, providing literacy tutoring became a natural outgrowth of a more encompassing outreach program and was quickly added to the services offered by the library.

Active and Visionary Library Directors

The library directors under whom the programs originated were committed to comprehensively changing library services in order to serve new clients. They promoted new ideas for library service, and saw value in engaging their staff in wrestling with conflicting perspectives in order to promote change.

At the sites we visited the library directors, or in one case the director of the branch libraries in which the literacy program originated, were described by their staff as visionaries. They challenged the assumptions about the ways in which the purposes of the public library were being interpreted and envisioned a library that actively served the entire community. One director summed up a number of the characteristics we observed when she contrasted her love of ideas with the approach of the previous director. "My predecessor was a good book man, [but he] didn't like conflict and he didn't like ideas, actually." These library directors, and usually also the directors of the literacy programs, achieved their purpose by asking questions and promoting an environment within the organization in which there was continuing and open dialogue about competing ideas and information. This resulted in a creative tension that fostered experimentation and action. At the heart of this creative tension were professionally trained librarians and literacy staff, meeting together to discuss the information needs of a group who are not usually the concern of the library. When this discussion was most fruitful, it challenged both library and literacy staff to break the mold of existing service patterns.

This did not mean that these directors embraced the new and different for its own sake. Said the same library director, "One of the sad things about being a pioneer sometimes is that you go through this painful learning from which others then learn." They were quick to learn from what other libraries were doing around them, and put services that others had pioneered into unique combinations. Neither did the library directors make changes with agreement from all their staff or the community as a whole. They did systematically spend time developing support and they did manage to obtain a support of those key to a particular decision.

In each case the library director and at least some staff were able to articulate that the way of doing things in the library had fundamentally changed. There appeared to be perceptual shift in the way business was conducted from either/or thinking to discussions and decisions in which dualities were embraced. The intellectual and emotional tensions created in the embrace of apparently conflicting dualities were then harnessed to generate change. The library staff were pushed into spending more time with ideas; into asking why services were provided in the way they were; and into exploring assumptions about the services public libraries should provide and the information interests and needs of the communities in which they were situated. In the words of one respondent, this resulted in a "change in attitude toward what the library is, from a warehouse to something that responds to community needs. Now this [change of attitude] is part of the library culture."

Financial Managers Rooted in Reality

Although these library directors themselves did not usually engage in the details of project or program implementation, one component of their forward thinking was finance. They were skillful fund-raisers and money managers. They made decisions about funding priorities, but their program vision was not isolated from thinking about program funding. One director reported that as a young and inexperienced librarian she had watched a wonderful program begin and subsequently wither on the vine for lack of funding, and promised herself that would not be the fate of programs that she initiated and had control over. She brought that commitment to library literacy.

In every case the library literacy programs we visited had begun with the assistance of grant funding, and the libraries still received grants to support literacy services. Federal funding sources, and particularly funds received through the Library Services and Construction Act (LSCA), were critical to initial implementation of the library literacy program. Yet in every instance at least some of the program costs beyond provision of space and administrative support were covered through local funding. Usually the library covered at least the salary of one part-time literacy program staff member. Library directors reported that they had planned for this and clearly communicated their intent to use local funds to cover a significant portion of the literacy program to their boards or other decision makers before literacy programming began. This approach, they maintained, decreased later resistance to local funding of literacy services because nobody could argue that they had not agreed to this in principle.

The strategy was probably effective because the board and staff in each library had arrived at an activist, outreach mission for the library, into which the literacy program clearly fit, and this mission was communicated to decision-makers so that requests for funding followed clear and accepted definitions of policy and plans.

Influencers of the Larger Environment

The library director and whomever was involved in initiating the program and, once appointed, the literacy program director with the support of the library director, was engaged in influencing the environment within which they functioned. The library directors exhibited understanding of the political landscape in which they functioned, and were able to impact it by relating effectively to other decision makers in their local and professional communities. They appeared to achieve this by developing trust and respect. For instance, one said of her relationship with a superior in city government that she would always let that person know what she was about before she went about doing it, whether it was in opposition to his perspective or not. This library director was also very careful to 'choose her battles' and to develop support to make sure that those battles that she did fight were ones that she could win.

The library directors engaged community leaders and used a series of strategies, including presentations and active outreach to community groups, newspaper releases and other forms of information dissemination to secure support for new services, and in this instance, literacy programming. These directors were able to convey to opinion leaders that they were providing an effective and needed service so convincingly that they retained funding, or in most cases, at a time of decreasing funding elsewhere, actually increased their revenues for library services. One library director, for example, had managed to gain local tax dollars for a new library and enough funds to significantly augment the library collection even though local funding for social services was diminishing.

Creating Organizational and Staff Support for Library Literacy Programming

Introduction

Library board leadership, participatory management, emotional engagement of staff, and staff training and continuous learning through the formative stages of the project are factors that appeared to support the implementation of a library literacy program and its integration into library programming. Of necessity, integration infers that changes that promoted literacy programming could, and should, not be isolated from those that expanded services to other members of the larger community served by the library. The following discussion illustrates how creation of organizational and staff support for literacy programming was part of a larger systems change within the libraries we studied.

Knowledgeable and Supportive Library Board

Library board leadership was crucial, and board member's support was enlisted before the literacy program was initiated. Said one library director, "The most important thing is to make sure you have the support of the library board." In the majority of sites we visited library boards served two purposes in the development of a literacy programming. They provided the leverage through which the library director engaged the library staff in discussing how library services should be changed to serve the needs of the community, and they elicited support for those changes from the community.

In no instance did the impetus for a literacy program appear to have originated from the library board, but once the library director had become committed to a change in the library's role and function, she had engaged the library board in a discussion of mission or a strategic planning exercise. The outcomes, usually expressed in terms of a new mission for the library, provided the fulcrum for discussion of changes in service with the library staff as a whole.

Sometimes the library board as a whole, but more often its individual members, played a significant role in obtaining support and commitment for library literacy programming from the larger community. The boards themselves had no forums for promoting literacy, but members often had access to informal networks and decision makers. For example, one board member was the mayor's wife. Board members were able to conduct conversations that helped the community in which the library functioned to understand how it was changing its role definition as well as support specific programs.

In the one instance where the literacy program was an outgrowth of a library service within the larger library there was no evidence of active intervention on the part of the board as a whole or of individual board members to support the literacy program. In this instance the literacy program had not become as integrated into the entire library's services as in the other sites, and the literacy program director had to rely more heavily on an advisory committee for intervention to obtain political support for the literacy program in the community at large.

Participatory Management and Delegation

The library directors tended to favor participatory management, and were quick to delegate responsibility for detailed program design and implementation to staff. They embraced management structures that engaged all their staff in discussion, reflection and planning. Where this resulted in conflict there was an attempt to channel that energy into purposeful behavior. Two of the libraries we visited had engaged in team management as a result of city-wide initiatives. The director at a third had independently initiated team management. Since her arrival the library has made extensive use of committees, task-forces and self-directed work groups. In many cases, that library involves members of the public in planning and implementing projects. The one library with least evidence of team management or a collaborative problem-solving structure also appeared to be the one in which the literacy program had the least overall support among library staff.

Staff involvement in planning was used by the library director and other supporters of literacy services (and other outreach programming) to gain informed commitment or support from the staff as a whole and to make sure that literacy programming would fit into the library's services and further the library's mission. In all cases this included extending general services to new users. This activity was the first step in addressing what appeared to become a continuous problem of communicating to staff not directly engaged in them that new programs were a vital part of library services, of retaining staff commitment to them, and increasing their understanding of them. Said a respondent at one of the sites we visited, "I think the biggest problem we have right now is internal communications. Again, convincing the staff, re-educating the old ones and educating the new ones that [literacy] is an important part of our service."

Participatory management also served as a way to integrate literacy program staff into the library. When literacy program staff participated in committees making decisions about the function of library they became aware of the needs, limitations and possibilities of other library services. Said one library director, "It takes a management philosophy that says we are going to incorporate [literacy staff]. It also takes a willingness on the literacy staff's part." Where literacy staff were fully engaged in library committee work, the perspectives they brought were often useful to professional library staff.

The library directors had a clear understanding of their intent, tended to be very willing to delegate to others, and to integrate staff not formally trained as librarians into the library. Said one respondent who is not a trained librarian, "The director of this library is a visionary, and she also has the ability to give someone a job to do and then get out of the way and let them do it. Doesn't breathe down the back of your neck." Another respondent commenting on her director said, "People work with her, not for her. *Staff recognize that if she has an idea, she'll stick* with it. She'll find a way to do things. She gives staff an idea way ahead, then they come in and add [their own] ideas and support." Said a respondent at a third library of her director, "She has tenacity, a sense of timing, pushes forward for the future, and knows how to keep people involved."

Emotional Commitment

Development of emotional support, not just an intellectual understanding of the problem, among key leaders and library staff was key to obtaining broad support for literacy programming. This support building begins before formal planning is initiated and continues throughout the life of the program.

The five sites studied in depth revealed a clear pattern of the way in which support for the literacy program was built. Research and internal analysis was used to develop an overall plan, which was necessary for internal program consistency and likely program success, but the data was only of secondary importance in developing support for literacy programming. Emotional commitment to literacy, usually through contact with a student in a literacy program, was key for recruiting initial and for eliciting ongoing support. A library board member reported that his commitment to a literacy program resulted from being taken to a presentation by a student in a neighboring literacy program by a library staff member. Once key members of decision making bodies became committed, they had more power to promote support for change and funding than do library staff. Said the library director of the change just described, "It was a great turning point. And the board of course hears it from another board member in a different kind of way than they hear it from staff."

Not everyone who's support is needed will take the time to become fully engaged. The director at another library reported,

> I have a couple of favorite stories that I like to use over and over again. And that is what the county commissioners want to hear. They are not so interested in hearing that 48 of our students have completed level 4 of Laubach in the past year. They are more interested in hearing that James finished the program and is becoming well educated in three different fields of auto repair. ... I like to have some results I can show as well, pie charts or whatever.

One of the most effective strategies for building support in the sites we observed was to engage decision makers in the literacy program as tutors or in other volunteer work. Whether it's convincing a county commissioner to become one of the original tutors, as was the case at one site, or engaging a library board member with a significant influence in the community in a discussion with literacy students, the strategy of individually recruiting and emotionally engaging opinion leaders made a significant difference to the program's chances of acceptance.

The same strategies were employed to gain the commitment of library staff, for whom the literacy program often meant an increase in library use and demands for new skills or added flexibility. They needed to hear the stories of the personal impact of the literacy program. It was also useful for them to be able to see people using the literacy program or to informally hear first-hand of the gains and life changes of literacy students. This need was taken into consideration when deciding on the location of the literacy program within the library.

Sites did not report that quantitative data was unimportant. Each of the programs studied has been able to demonstrate that it is serving significant, and usually increasing, numbers of people. This information was used in requests for funding and as part of general program publicity.

Staff Training

Libraries used training for all staff who might deal with low-literates to create commitment to literacy and an understanding of how to relate to people with minimal literacy skills, and found repeated training useful.

The libraries we visited had begun literacy services by providing referrals to other literacy programs. Consequently they had experienced at least minimal contact with clients who had low or no reading skills before the literacy program began. They found that competent provision of even these services required some training. One respondent commented that literacy program inquirers are often either very shy or abrasive, speculating that this was because they are anxious or defensive. Engaging in a literacy program requires staff awareness and an active intent to relate to non-readers in a way that will not alienate them. The training, provided for library staff with only passing contact with low literates, created a broader awareness that served as the basis for expanding the discussion about providing literacy services in the building and communicating to staff about the ways in which the library could serve the needs of low literates. Said one library branch director, "Get your staff convinced, or they will sabotage you, even if they don't intend it."

In the majority of instances, the libraries had provided staff serving at the check-out and reference desks with training in how to recognize and respond to clients with low literacy skills. In addition, the head librarian or prime mover (or both) had encouraged several library staff to take tutor training as a way of beginning to understand the needs of the population to which the library was contemplating extending its services. These library staff might, or might not, become tutors, but in the long term they would understand the services provided by the literacy program, and increase their skills in bringing literacy program students into the library clientele. In one library, all the staff had taken tutor training.

Librarians and the libraries we studied revealed strong philosophies about how they relate to their clients, yet all the library staff have participated in formal education as students and tend to bring the assumptions and ways of dealing with students common to formal education to their interactions with clients of the literacy programs. One library studied had developed a method for making the differences explicit so that librarians could remain true to their traditions. Said the literacy program director, "When we do training of librarians in library literacy, we have this skit where a person comes in to get a book and there's a whole personal story about why they want this particular book. It means a great deal in their life. When they come in the person at the desk says, "Well, I'm sorry, you can't get this book now. You must read this other book and take a test before you get the book you want."

Continuous Learning and Dialogue

In the formative stages of the literacy program, library and literacy staff engaged in learning about the habits, needs and concerns of their new clients that could only come from mutual interaction.

Needs assessment and prior research activities provided definition of the types of population literacy services might serve, their numbers, and the type of program that would be compatible with the apparent needs of the population. Each library also found rich, and sometimes unexpected opportunities for learning that affected both the program and the library as a whole that only occurred once they came into regular contact with the literacy program clients. In general this learning fell into two categories: learning about the clients, their interests and needs; and learning about the culture of the library and ways in which that could be altered so that the library became accessible to a wider range of patrons. Said one respondent of the literacy program clients,

> "The program originators did not have an accurate awareness of the type of person in this area in need of literacy services. It was believed that services would be needed for the mythic literacy student: someone with average intelligence, without a learning disability, and who had not been given the opportunity to attend school due to family circumstances (as exemplified by characters portrayed on national television broadcasts concerning illiterate Americans). Within months of our opening, it was obvious that this was not the case for our area. Most people seeking services are victims of intergenerational poverty and illiteracy."

Literacy program clients also have perspectives and experience from which the programs can learn. Another literacy program we studied promotes student writing. Literacy program participants tell a story that is written down by the tutor, they read it, transcribe it, then re-read it. The program then publishes it, not only for the student's benefit, but also so that library staff and the larger public can have access to it. "Otherwise," says the literacy program director, "we forfeit knowing their thought." Said the library director from yet another library, "There is something about the literacy program -- being open to having a literacy program that has opened me, and I think lots of other people, up to lots of things ... and I don't think we would have predicted how its happened." The learning has contributed to changes in staff hiring practices, staff training, and other library changes.

Tutor Commitment

Tutors can form a cadre of supporters for the program, and three libraries made use of the influence tutors could exert. Student-tutor interaction appeared to change the perceptions tutors had of the low-literate students with whom they worked. In all but one literacy program (in which the majority of the clients were handicapped), tutors commented that they were surprised at the intelligence of the students with whom they worked. Tutors often expressed surprise that students could fit education into schedules that, the tutors often learned, were crowded and demanding.

A number of tutors described two distinct phases in the student-tutor interaction. Before a bond was established between student and tutor, they reported that student attendance was often sporadic. If both parties successfully moved through this phase and a bond and routine established, the relationship entered a phase in which they were sometimes surprised that their students tended to be more punctual and more often at tutoring sessions than they were. This behavior challenged their impressions that they were dealing with people who tended to be only marginally responsible. Tutors described a variety of relationships with the students they assisted. Some considered them equal friendships. In the words of one tutor, "a friendship and a sister whom she had never had." Other tutors revealed more parental attitudes towards "their" students.

In some cases the personal relationship was generalized by the tutor to an understanding of the needs and aspirations of the population of low-literates that the library was serving as whole. In instances where these people were also community leaders the support they were able to generate for the literacy program and library's outreach initiative was significant. No program had routinely invited tutors to reflect on their common experiences and to generalize it to look at the stereotypes that the literate community tends to carry about those who are low literate.

Key Components of Library Literacy Programs

Introduction

Integration of literacy programming into the services of a library required changes in ways of thinking and behaving that began with re-interpretation of the library mission, included considering changes in library culture and extended to specific modifications of practice. The range of changes we observed that facilitated integration of high quality literacy programming into the library are described in this section.

Community as Client

In the libraries we visited, the library staff communicated and acted on the value that their purpose was to serve the client, who was defined as anyone in the community who needed public information services.

Library staff responded to the public in ways that illustrated they had internalized the library's mission of reaching out to the community. Directors and department heads in these libraries emphasized immediate attention to the client's needs, and insisted that staff pro-actively link clients to the information they requested. A former program director at one of the sites was quoted as frequently saying to his staff, "Checking into people is a much different process from checking out books for people." Respondents pointed out that of all patrons entering a library, literacy clients are particularly vulnerable to discouragement. To allow them to leave the first time unsatisfied and unsupported would mean that they would be unlikely to return. One respondent stated that, "Most libraries that [our library director] talks to have professional librarians whose philosophy is programmed to buying collections, processing them, etc. But [our service] goes beyond that. You need to bring people in. If you have no feeling for teaching people to read, books can stay on the shelf and that's O.K. The collection is there." Said another, "I think it is easy, it is so easy, to focus on the program instead of focusing on the people." She went on to argue that when staff put their focus on a service program rather than service to its users, the program intent tends to become distorted, and quickly staff fall into either/or thinking - either promote the program or serve the clients. In this library, for instance, even shelving clerks were requested to respond to a request from anyone about the literacy program by personally escorting the person making the inquiry to a literacy program staff member, not by just providing them with directions. Respondents at the other libraries described the same phenomenon in different ways.

This approach, so necessary for literacy students, has tended to spread throughout the library. In one library all reference desk staff have been trained to increase the accuracy and adequacy of their responses to reference questions through an approach developed by the Maryland State Library, and all staff who work with the public are soon to receive similar training to increase their capacity to respond to client's needs. Says the library director, "Learning to use open questions and reflection makes you start being more open to what people really want. It's that kind of training [that enables staff to] absorb and internalize what makes the whole organization a lot more open to what's really happening. To realize that the customer has to make the call."

Integral to Library Mission

Literacy programming was cast as a natural outgrowth of other services and was interpreted as a way to implement the library mission.

In each of these libraries, literacy programming emerged as a natural consequence of previous commitments and was closely integrated with other library services. It was not an isolated, added service that could be easily detached from the library program as a whole. In one library, literacy programming emerged from dissatisfaction with merely referring inquirers to another literacy program. At another is was an outgrowth of a career services program, while at a third it became a necessary added ingredient of a more extensive outreach into the community to those who had never considered using libraries before. In each case some library staff became personally acquainted with the need for literacy services among those who could be, or were becoming, library clients.

Adult literacy programming was also used as the basis for other outreach activities that further tied literacy programming into library services. The most common outgrowths of adult literacy programs were youth or family literacy programs that engaged the staff of the children's or youth departments of the libraries and expanded the clientele and use of yet another part of the library.

Each of the libraries was in the process of interpreting or re-interpreting its mission, and defined literacy programming as one way in which it could fulfill that mission. Said a library director, "We were sitting back waiting for people to come through the door... It really took off for us from a session with the library board where we started talking about what we wanted from a public library ... and were able to define what our mission should be." In no instance was providing low literates with literacy skills explicit in the library's mission. For example, in one library the mission was "to build and maintain a library collection of materials in a variety of formats that meet the educational, information and recreational need of the community. The library is also committed to assisting patrons to access and utilize these materials in a way that facilitates independent learning." In another, literacy programming followed a redefinition of mission that now reads, "The library actively addresses changing community needs by providing current, accessible materials and information services for children and adults in a professional, helpful manner." Yet both missions imply the necessity for learning who the community is and what their needs are.

Literacy programming provided a logical way to expand the universe of potential library users, reach out to the community, and initiate a mutual learning process. It brought new staff, clients, and new perspectives into the library, and consequently acted as a catalyst for ongoing change in the library as a whole. The commitment to learning about, and serving, the needs of a new set of clients carried with it the implication that the library would have to continue to make changes that it could not fully determine at the outset of the process. In fact, these libraries are still engaged in this learning and change process. In short, the purpose behind each library's mission was the expansion of library use and clientele so that it could justify continued support by its community, and literacy programming became a significant approach to soliciting new clients for the library. In the words of one library staff member, "I see a new library user in every literacy student." This goal could be supported by all library staff, even if some were uneasy with the strategy used to achieve it.

Effective Publicity Use

All the libraries had capitalized on national and state support for the provision of literacy services. This support has come in many forms. It has changed public perceptions and made it more easy for libraries to convince the public in their service areas that library programming is important. It has also made grant funding available with which literacy programs were begun and continue to be supported.

Once established, the literacy program served as a source of positive public relations for library services as a whole. National publicity meant that local news networks were quick to publicize information on literacy services. Consequently news of the literacy program brought the library into the news and communicated something of the range of services it had began to offer.

Picking the Time

It was evident that the prime mover, or that person and others, had carefully picked the time for implementing the program. Building a base of political support both within the library and in the community was a necessary precursor to program implementation. One library director, for instance, did not apply for a grant the first time funding was available because the library was not yet ready for the program.

It might have been that for several years the library only referred potential students to another program, but at some point the level of support was high enough, both within the library and in the environment within which it functioned, to risk initiating a literacy program. Internal support might be evidenced by staff concern that referrals needed to be to a quality program that the librarians could trust. They often felt that there was not one available in their community. Another key was support from at least one or two community leaders, perhaps an influential member of the library board or of the city council, or perhaps the city manager. Usually this support was gained through the active influence of the library staff, and particularly the prime mover, who lobbied and educated over time. In short, respondents from these successful programs appeared to have had a keen sense of the internal and external political landscape and an understanding of when the time was ripe to initiate literacy programming in the library. Key to their decision was that the program would not be identified as having the support of only an isolated and committed minority.

Dealing with Resistance

The libraries we visited had to face resistance to literacy programming and develop strategies for dealing with that resistance. The extent, and personal and social impact, of low literacy has been so broadly advertized that it is relatively easy to obtain verbal support for literacy programming. Despite this verbal support, these libraries faced two levels of resistance. The first occurred when local funding was used to support the literacy program. The second occurred when literacy programming, new clients, and attempts to meet the needs of these new clients changed library practice or culture.

We observed two tactics that addressed the first level of resistance that fit within the strategies for developing support in the community and within the library that have already been described. Neither was used to the exclusion of the other. An exemplar of one is the library literacy program that describes itself as a learning center for all types of students. Its focus is literacy, but through computerized assisted learning other clients can study for SATs or LSATs, and so it cannot be accused of serving a single group. The other tactic was to obtain support for initial program development and then to deflect criticism until the program was strongly established and there was information on its impact. Information on both library use, participation in the literacy program, and student outcomes could then be used to justify the expenditure of funds for literacy programming.

The problem had not been explicitly addressed and verbalized at all the five libraries we visited, but in making the decision to reach out to other cultures or sub-cultures and engage them as long term library users, each library had implicitly addressed the issue of whether it was seeking to help those who were not traditional library users to adapt to the existing culture of the library and its patrons, or to both help them adapt and to change its own systems, criteria, standards and collection to make itself more accessible to the entire community. The former implies a teaching role. The latter requires learning from the community as well as teaching, and possible change in library culture and values. The way in which each library addressed the matter varied widely. The two libraries that were making the greatest efforts to reach those who are not traditionally library users made the most obvious accommodations. Accommodations appeared less extensive in those libraries reaching out to new clients of a different class but similar racial group than they were in libraries reaching out to those of both a different class and racial group.

The literacy program reaching out to an African American inner-city population, for instance, stresses the learning and relationship-building necessary for reaching those in the community most in need of literacy services. Strategies have included systematic door-to-door visits to learn of people's needs and interests, to communicate to the population the interest of the library and the services it is able to offer, and to establish personal contacts. In the early stages of this process untrained library staff were hired from within the community and then provided with in-service training. Literacy staff were trained in the different values and assumptions of these new clients. For example, the literacy program director was able to listen for speech cadence and use speech patterns different from her own in order to relate to clients. Staff made significant changes in collection, display and cataloguing of books to make the library as a whole more accessible to its target population. The impact of this effort was powerful. In one instance a community voted to use funds to construct a branch library in the community instead of for a public water supply. The day is reported to have been carried by a community member who argued that he had seen no youth in the community die of thirst, but that many had died for lack of knowledge. At the library reaching out to a Hispanic community, staff fluent in Spanish were being hired, English speaking staff were taking courses in Spanish, and resources were being devoted to a Spanish language collection. Neither library had made these adjustments without criticism.

Libraries that had not made the decision to alter the culture within the library as significantly as these were using a bridging mechanism of taking programs into the community to reach those who were unlikely to come to the library. This tactic enabled the library proper to retain its original flavor, while the bridging programs adopted to the needs of populations that might not be comfortable with the library itself. In turn, they did not have to deal with long-term users who might have been opposed to the changes. All libraries had made efforts to make materials more accessible to those not familiar with either the Library of Congress or Dewey Decimal systems, and none reported resistance to these modifications from the public at large.

Needs Assessment

The library staff used their research skills and access to information to conduct needs assessments and to inform decisions about the program.

Each of the libraries we visited only created a literacy program after conducting a needs assessment. Libraries have staff with research skills, and have easy access to information that enables them to conduct effective needs assessments. They used demographic data to determine where to target student and tutor recruitment efforts. The libraries also used their capacity to search for information to determine the type of program they would use. In the words of one staff person who had planned a literacy program for her library, "I spent over three months in research. We didn't jump the gun. I think it is easy to get inspired, caught up, excited by the project, and to try to implement it before you have done the background work." This library staff person spent time researching the likely sources and numbers of low-literacy clients as well as the dynamics of other literacy and library literacy programs, and how the Laubach and Literacy Volunteers of America (LVA) approaches impacted on literacy programming; information that was used to make decisions about the form and content of the library's literacy program.

Data collection did not end with the beginning of the needs assessment. For instance, one program was frustrated in its attempts to recruit tutors from within the community that was its primary target. A detailed review of demographic data for the community revealed that this was because there were inadequate numbers of people who could serve as tutors, not because the recruitment effort had been inadequate or for any other reason.

Clear Philosophical Stance

The questions addressed and conclusions drawn in the research phase were strongly influenced by the philosophical stance of the program developers and resulted in unexpected decisions about program content and approach.

Each library began providing literacy services from a unique perspective and set of values, and these influenced which of the two major literacy approaches were adopted. In one, the literacy program was an outgrowth of a job information center for the unemployed. The program inherited the goal-oriented approach of that center, and consequently the LVA approach was adopted as philosophically appropriate. Tutors were supplied with lists of adult functional competencies. They were encouraged to select those appropriate for the students with whom they were working. These they presented to the students, who chose those most appropriate to them from a limited range of alternatives.

Another library had also chosen the LVA model because it supported the goal-oriented approach to literacy tutoring. It did not have prior experience with providing job information, but it encouraged tutors to help students develop goals over a period of time and without formal lists from which to choose. In many instances goals were not formally discussed, and tutors informally guided student learning. At a third, the literacy program had grown from a special needs center, and the Laubach approach was adopted. In this instance, however, the library literacy program was run in collaboration with a community education program that provided LVA-based tutoring. New students were enrolled in the Laubach program if they had little grasp of phonics, and in the LVA program if they had a working knowledge of phonics.

Of the other two libraries, one had chosen the Laubach method because it appeared from research that tutor loss was greater in programs using the LVA model, probably because Laubach provides a more structured setting for the inexperienced tutor. The program originator was clear that a strong tutor corps was essential to the program's success. The director of the last held the philosophy that learning need not be goal-based, that low-literates often begin to learn to read without any other goals in mind, and that adoption of a program that promoted the development of goals would probably lead to the imposition of tutor-framed goals.

Meeting Community Information Needs

The libraries we visited actively provided for the information needs of low literates and others who were previously non-users, both within the literacy program and in other library collections. They all took steps to make available tutoring, new reader, and other print and non-print materials that met the needs of target populations who were not traditional library users. Each had developed significant collections consisting of tutoring materials, support and new adult reader materials. The collections included both print and non-print materials, and sometimes innovative packages of both. For instance, one library has created Family Literacy Kits each containing a children's book, cassette tape of the book, and accompanying activity sheet which enhances learning from the book. Several of the libraries made core collections available to other literacy programs through either revolving or long-term loans. Collections were usually housed within the space allocated for the literacy program so they were easily accessible to tutors and so new students were not overwhelmed with the prospect of seeking books in the larger library. If not housed in the space allocated to the literacy program, they were shelved together where they could be easily accessed. They were always unobtrusively marked using color coding so that tutors and students could pick out books at a specified reading level.

Accommodation to the needs of low literates extended beyond these collections to include materials that the library learned literacy students and other non-traditional clients found useful. One respondent stated her perception that literacy program students first responded to videotapes, then moved to accessing written material that provided answers to practical problems, and that recreational reading was the last habit developed by new readers. This perception was supported by evidence from other libraries.

Taking the step of adding materials that new library users wanted, not what staff perceived to be the materials that libraries should stock, was never taken without trepidation on the part of some staff. A library director reported her staff's fear that responding to the needs and interests of clients by purchasing popular materials would require purchase of large quantities of pulp novels. Careful observation of materials use revealed this fear to be groundless. The library has followed a strategy of purchasing quantities of video and audio cassette tapes, and compact disks, and found these were popular. Some users have been induced into the literacy program so they can access other materials. Two thirds of the library's book circulation is now non-fiction. Within that category, information on jobs, careers, and other practical information ranging from house repair to child care is in heavy demand. Literature and ESL materials on audiotape are also popular. In this, and the other libraries we studied that have literacy programs catering to other that the white sub-culture, the libraries have made a concerted attempt to acquire materials on the cultures of those coming to the program, and have found these well used.

These libraries created collections, the content of which met the needs of the populations to whom they were reaching out. They also experimented with other materials. For instance, some developed paperback collections because some of them (but not all) found that clients in this category often do not return as high a percentage of the books they borrow as do other patrons. In one instance this strategy was used because parents would not otherwise let their children obtain library cards and borrow books because the parents did not want to be bear the cost of lost books. Another library had engaged in the strategy of purchasing relatively expensive videotapes and materials because these were the materials that many non-readers and adult new readers wanted, and it had not experienced a high loss rate.

Outreach Programming

A powerful intangible barrier to library access are perceptions of non-users about the library as an institution to which they do not belong and in which they are not welcomed. Some of these perceptions are backed by prior experience in libraries. All the libraries we visited used outreach programming to communicate to these populations that the library could serve their needs and the library staff would welcome them, assist them and respect them. One library developed SHARE A BOOK, an outreach program that takes books to the home. It used outreach literacy programming to provide services to families in their homes or to older people in senior citizen centers with the intention of communicating a message about the library, creating linkage with the libraries and familiarity with its staff or library volunteers. Another library sent its librarians into the school system to make presentations to classes and recruit patrons so that all school children are systematically encouraged to use its resources.

Loan Policies

Closely connected to decisions about whether to purchase lower or higher cost materials were library loan policies and the need to balance conflicting values of retaining the collection and getting it out and used, even by those who do not have experience caring for and returning books. In some instances this was because the population was much more mobile than the patrons who have traditionally used the library. Each library had experimented with different strategies. One of the libraries was the first in its state to issue library cards to the homeless. All encouraged new literacy program participants to obtain library cards. These, said one respondent, became a symbol that the student belonged in the library. They were also an important step in creating long-term patrons. One library had at one stage eliminated fines from overdue books in order not to discourage book use, and would take any reasonable excuse for not charging for a lost book.

Changes in loan policies have also extended to tutors. Tutors often check out materials for students and also sometimes take out materials for long-term reference. Consequently several of the libraries had given them special status. They were allowed to check out some books for a longer period than normally allowed, and were not expected to pay fines for books checked out in their name and loaned to students.

Display and Shelving

Library staff had skills in creating records and information retrieval systems that were valuable to literacy program staff with well-stocked literacy collections. Yet the libraries also found it necessary to make a number of concessions to those unfamiliar with library shelving and cataloguing systems. In the words of one respondent, "Dewey has been a challenge to non-library folks." As mentioned earlier, most of the libraries had created sections in which they stood materials face-out and shelved them bookstore style. Most of the libraries had experimented with shelving new reader collections with regular adult collections, often using a color coding system with which only the literacy program and its students were familiar. Congruent with the message that the majority of non-readers are most interested in practical non-fiction, one library branch director recommended inter-filing juvenile and adult collections in these categories, and not doing the same for fiction.

Space Allocation

Spatial allocation communicates a message about the worth of a program, and each of the libraries had paid considerable attention to allocation of space for the literacy program. The libraries faced conflicting needs of providing complete privacy for at least some of the literacy program clients, not locating it in a space so out of the way that conveys negative connotations to its clients, enabling other library staff to see that the literacy program is active and making an impact, and recognizing that tutoring requires continuous conversation, which may change the ambience of the library. Libraries attempted to resolve these tensions in different ways, depending upon their own values and the space at their disposal. One, for instance, has a learning center at the center of the front of the building. Access is not limited to literacy program participants however, and within the learning center are small private tutoring rooms. This meets most of the library's needs, and conveys the library's value of privacy, but does limit the extent to which other staff in the library can see the activity of the literacy program. At another, tutoring takes place in the center of the library, and with that has come an increase in noise level and activity that has become an accepted part of the newly activist library. At another, a small nook protected by a bookcase creates a space that tutors and students can claim as theirs. Said one literacy program director, "It works better to be out of sight, but don't give the impression of hiding."

Inter-program Cooperation

Library literacy programs cooperated with many other organizations, but tended to find themselves in competition for scarce funding.

In every case the literacy program brought the library a new set of contacts, cooperators and potential collaborators, including other literacy program providers, social service agencies and education programs in the community, and the networks thus created improved the literacy services the community as a whole was able to offer. Cooperation was manifested in a number of forms. Outside organizations served as sources of referrals, resources and expertise. Library literacy programs, in turn, also provided referrals, established material resource centers for other programs, and provided other services such as access to training and technical assistance to emerging programs. In two or three cases, the library program itself facilitated and expanded contacts with the broader community by either requiring or encouraging its own employees at the managerial levels to participate in other community organizations. One library reported that it was always finding new organizations with which to work.

Three of these library literacy programs also found themselves in competition with other literacy providers despite their best intentions. The power and control issues that resulted in competition manifested themselves in two forms. In every instance there was competition for limited funds. Resistance to collaboration also occurred because there were philosophical differences between the programs, and plans for collaboration appeared likely to require that the library literacy program modify or subjugate its approach and beliefs to those of the majority in the planned collaborative.

Two of the library literacy programs had created collaboratives with other literacy providers. Prior mutual trust and physical proximity significantly contributed to the collaboration. In one, the collaboration had occurred because the community education adult basic education programs had until recently been housed in the library. Moving the community program out of the library because of a lack of space immediately put strains on the level of collaboration the programs had previously enjoyed. Students who had moved freely between one program and the other could no longer do so with the same ease and interaction had to be more carefully planned. At another, the community college and library literacy programs were across the street and shared a staff person, who functioned as half-time coordinator of the library literacy program and as an ESL instructor in the community college. The college provided work study students as tutors and awarded credit to students who completed tutor training. Plans to blend the two programs together were abandoned when it became obvious that the two served populations with different needs. In this instance a close personal relationship between staff in the community college and the library director had existed before the literacy program began.

Tutor-library Relationships

Tutors were central to each of the literacy programs we studied. They appeared to adopt the role of intercessors between their students and the institutions with which those students related, the closest of which was the library. For instance, the tutors encouraged, and sometimes helped students take out library cards, and they helped students select and check out materials. In some instances they checked out books for students on their own cards. Tutors also often had special information needs of their own, and the library was the obvious place to fill them. Consequently when serving as tutors they were more than patrons of the library, but yet not staff, and some of the libraries found that this resulted in friction between some library staff and some tutors. In some instances, for example, tutors had assumed they had access to areas of the library that were open only to staff. Some had expected special privileges in obtaining materials that were restricted to the public because they needed information to prepare for a tutoring session. Some of the libraries had responded by giving the tutors special privileges. In one they were provided with ID buttons and also clearly informed what they could and could not access, and where in the library they could venture. At another they have been given permission to check out certain materials for longer than normally allowed of patrons, and are not expected to pay fines on books checked out by them but being used by students.

Part II: Case Study Site Descriptions

Case Study Site Descriptions

Introduction

The themes of leadership, organizational and staff support, and the key components of literacy programs that are integrated into public libraries described in Part I emerged from studies of five libraries. Those libraries, the communities they serve, and their literacy programming, are described in this part.

The focus of the study was adult literacy programming, but in each library, this was inextricably intertwined with other literacy and library services. Consequently, where appropriate, these are also described in some detail. The descriptions are intended to give a flavor of the richness of individual programs and the extent to which they have been formed by the stance and resources of the library, and developed in response to local needs.

REDWOOD CITY PUBLIC LIBRARY
Literacy Program: Project READ

1044 Middlefield Road
Redwood City, California

Program Director: David Miller
(415) 780-7077

LIBRARY:

Location	Urban-Suburban
Branches	2
Holdings	171,504
Circulation	727,249
Library Staff (FTEs)	59.0
Project READ Staff	2.5
Literacy Program Est.	1987

PROJECT READ CLIENTELE:

Clients Currently Served	250
LEP Clients	30%
Racial/Ethnic Composition:	
African-American	8%
Asian	9%
Hispanic/Latino	55%
Native American	3%
White	21%
Other	4%

KEY FEATURES:

- During 1989-91 library circulation increased 47% and the Spanish-language collection tripled. Library is committed to participatory management, sensitivity to the city's growing Hispanic population, attention to children as important clientele, and full integration of literacy staff/program within overall library operations.
- Project READ's adult literacy component utilizes LVA model (adapted); Families for Literacy component includes home tutoring and family participation in library story-time activities; Families in Partnership Program targets at-risk children in grades 3-8 for tutoring and parent support.
- Learning gains of all Project READ participants are regularly monitored, primarily through formal reading/language assessment, attitude and behavior inventories, oral reading skills, and telephone conferences.
- Project READ cooperates extensively with local public schools in serving children and families; some referrals are made by social services and the Private Industry Council. A newly formed Redwood Friends of Literacy organization hopes to amass political and financial support for Project READ.

The Community

Redwood City, located on the San Francisco Peninsula mid-way between San Francisco and San Jose, is a diverse, rapidly changing community of some 66,000 residents. Hispanics comprise about one-fourth the area's population, having doubled their numbers during the 1980s. Currently more than half of all public elementary school children are Hispanic.

Named for the redwoods shipped from its port during the 1800s to build San Francisco, Redwood City is primarily a blue-collar community whose economy is dominated by service industries such as Kaiser Permanante. Affluent families live in the hills, while those with low incomes live closer to the port. Middle-class housing is situated between these two extremes.

The Library

A three-story mural promoting Project READ, the Redwood City Public Library literacy program, covers an entire wall of the City Council building, dominating the main municipal parking lot. Across the street sits the public library, a handsome and functional 1988 conversion of an old fire station. Two small branch libraries provide neighborhood-based services, one catering primarily to young Hispanic families.

Responses to changing community demographics. Since the opening of the new library facility and adoption of the 1989 mission statement -- which calls for the library to actively address "changing community needs by providing current, accessible materials and information services for children and adults" -- the nature of this public library, once considered primarily a book repository, has changed dramatically.

Redwood City Public Library's careful attention to the many implications of the community's changing demographics, fostered by participatory management practices that engage staff members in an ongoing dialog about how best to meet the changing needs of all residents of the area, has resulted in a dynamic library environment. For example, in response to the increasing size of the Hispanic community, eight staff members have attended a year-long conversational Spanish class, and the library has hired a number of bilingual staff members. Consensus among staff has gradually emerged that non-native English speakers need to be made to feel welcome at the library and as comfortable in using the library's resources as English speakers. Between 1989 and 1991, the library tripled its Spanish language collection; materials not available in the United States are purchased by the library's delegate to the annual Feria International del Libro in Guadalajara. In this same spirit of better serving all members of the community, homeless patrons are issued library cards, and free child care is provided on Saturday mornings to encourage parents with young children to make better use of the library and to familiarize children at an early age with the joys of reading and the comfortable, friendly learning environment the library affords for young readers and their families.

Library circulation during these same years increased 47 percent, and a 10 percent growth is projected for 1992. High interest collections, including citizenship and ESL materials, information for small businesses and on health and consumer issues, and new acquisitions are all being separately shelved in high visibility areas for easy patron access. Videos, CDs, and language and music tapes now account for nearly one-quarter of circulation.

Outreach to schools has also become an important facet of the Redwood City Public Library's service to the community. Librarians annually visit each public elementary school classroom to read a story and inform students about the library; in schools with high Spanish-speaking enrollments a bilingual librarian makes the visit. High school freshmen also come each autumn for a group library tour and orientation. This approach has produced results: 2,361 children participated in last year's summer reading club at the library. A wide variety of children's programs are offered year-round, including science programs, multicultural events, storytelling, and puppet shows, with average attendance at more than 250 adults and children per event. Librarians estimate that half of the children now using the library are Hispanic.

Literacy Program

Origins of Project READ. Literacy programming at Redwood City Public Library grew out of informal links with neighboring literacy programs in San Mateo and Menlo Park, to which all local inquiries were being referred. In early 1986, a Redwood City staff member interested in literacy was granted five hours per week to initiate services by interviewing and matching students with tutors trained by the other literacy programs. At the same time, all library staff participated in a seminar on literacy services designed to increase their awareness of the needs of adults with low literacy and to learn how to provide referral information.

A committed staff member, supported by the library director, pressed for a full-blown literacy program within the Redwood City Public Library. Perhaps the turning point came at a meeting in late 1986 at which an adult literacy student spoke. A long-time library board member, brought to the meeting by the librarian, describes that as the moment at which he became committed to a literacy program and began to solicit the support of other board members. "Before that," he said, "I was against it. There was no space, inadequate facilities, no money." In April 1987, Redwood City Public Library submitted a proposal to the State Library, seeking California Literacy Campaign funds to establish an adult literacy program, and in September of that year the library was awarded a California Library Service Act (CLSA) five-year grant. Project READ was born.

Project READ. By September 1988, a year after receiving funding, an adult literacy program was well established, with approximately 60 student/tutor pairs meeting weekly. Roughly based on the Literacy Volunteers of America model (albeit more eclectic in nature), the adult literacy program continues to be the largest Project READ component. As of June 1992, the program included 150 student/tutor pairs.

Tutors receive 12 hours of basic tutor training, followed by 3 hours of specialized training if they choose to work with Families for Listening (FFL) or the Families in Partnership Program (FIPP). Ongoing supervision and technical assistance is provided by Project READ staff, who encourage the tutors to tailor literacy instruction to the needs and interests of their students by making use of library materials and special literacy program resources. Tutors, as well as potential literacy students, are asked to make, at minimum, a six-month commitment before joining. While this is seldom an impediment to students, it does deter some tutors. Most tutoring occurs at the library (usually at one of several tables in an out-of-the-way area near the literacy program office) or at one of the library branches, community centers, or a church. FFL tutoring takes place at the homes of tutors and students. As the literacy programs continue to expand, access to library tutoring space will increasingly be an issue.

Families for Literacy. In 1989 Project READ added an additional literacy component, the Families for Literacy (FFL) Program. Initially funded through another CLSA grant, FFL is designed to serve a difficult-to-reach population who are referred through elementary and pre-schools -- namely, families with preschoolers or kindergarten children with at least one parent reading at less than a seventh-grade level.

The design of Families for Literacy was based upon the observations of experienced family literacy providers: i.e., that low-literate families do not frequent libraries, are often uncomfortable when they are brought into one, and some have to struggle to survive economically, with one or both parents sometimes juggling two or three low-paying jobs in order to make ends meet. Consequently, FFL has adopted a three-phase approach. In the first phase, the family and tutor meet at the family's home. During this phase the tutor and parent(s) negotiate learning goals that include reading with their preschoolers. In the second phase, the family is introduced to the library through an informal tour conducted by the tutor, with whom a relationship has already been firmly established. This leads to the third phase of the program, in which tutoring continues at home, and a parent and the young children are invited to attend regularly scheduled story hours at the library with their tutor. Families for Literacy currently serves 60 families and has a waiting list, due to a shortage of tutors. Nevertheless, the FFL enrollment is expected to serve two families during 1993. It has a 90% retention rate.

Families in Partnership Program. In 1990 Project READ added the Families in Partnership Program (FIPP) to serve children in grades 1 through 8 and who may be at risk of dropping out of school. Potential students are identified by public school teachers and staff, but parental approval and support is required before matching the youths with tutors. Students attend two tutoring sessions per week. FIPP tutors and their students use materials appropriate to the child's interest and reading level. Although these are intended to meet the student's academic needs, they are not school-based materials. This does not mean, however, that tutors decline to help students with their homework, if that is what the student wants. Rather, because FIPP strives to instill youth with a love of learning, a fundamental premise of materials selection is that children will read what is interesting to them and will be more likely to read in the future if they find the process enjoyable. Tutors are encouraged to use the library as a source of materials, and technical assistance is available to them from both Project READ staff and school district personnel. FIPP has a retention rate of over 80%.

Literacy program staffing. A project director, without formal library training, was recruited to implement literacy programming, or Project READ. From the outset, 1.5 full-time equivalent literacy staff positions were built into the library's operating budget; when another FTE was subsequently added, it too was incorporated into the library budget, with the result that these positions are no more vulnerable to fiscal cutbacks than other positions in the library. Having watched other externally funded projects be born, thrive, and die, the library director was determined that this project would not suffer a similar fate due to funding exigencies. This strategy was made possible through the strong support of both the board and the city manager, and also because the staffing increases came at a time when they were financially feasible.

Literacy staff are expected to function as regular library staff, serve on library committees, and engage in library-wide participatory management activities. Consistent with this approach, the half-time literacy staff member is actually a full-time library employee who spends the other half of her time at the circulation desk.

Literacy program clientele/students. A significant segment of Redwood City's Hispanic community has roots in a single town in Mexico where educational opportunities were extremely limited. It is therefore hardly surprising that those who come to Project READ, on average, read at a third-grade level, even though they may have been in the United States for decades. In order to participate in the library literacy programs, they are required to speak English well enough to be understood; those who cannot are referred to an ESL program elsewhere.

Student assessment and program monitoring. Project READ regularly assesses learning gains. As part of the intake process, entering students in all programs are administered the Bader Reading and Language Assessment Inventory, an open-ended assessment that requires 10 to 30 minutes to administer, depending upon the reading skills of the student. The assessment is presented as an opportunity for staff to determine which books tutors should begin with and to ensure that no false assumptions are made about the students' abilities that might unintentionally result in feelings of boredom or frustration. Although not required, it is expected that students be re-assessed every six months for as long as they remain in Project READ or achieve a 12th grade reading level, and about 80 percent of the students comply.

Parents and tutors in the Families for Literacy program also complete pre- and post-program attitudinal and behavioral inventories that assess family reading habits and library use, as well as estimates of the child's reading awareness, attitudes towards the library story hour component of the program, and oral language development.

After trying numerous reporting/monitoring systems, Project READ staff have settled on a routine of phoning both students and tutors on a regular basis, contacting one of the pair every month. From these calls, staff are able to obtain an accurate measure of which pairs are meeting, how often, and what learning issues they are currently dealing with. The phone conversations also serve as an opportunity to troubleshoot, pass on new information, or make suggestions for additional or different tutorial materials. When difficulties arise within student/tutor pairs, Project READ staff encourage the two parties to resolve the problems themselves, though literacy staff remain an information source and available to intervene directly as a last resort.

Cooperation/coordination with other community organizations and agencies. Project READ coordinates its services with numerous human service providers in the area. For example, potential ESL students are referred to the adult learning school and local community college, which, in turn, refer other students to Project READ, particularly those who might benefit most from individual tutoring. The Private Industry Council refers students to Project READ for literacy tutoring, while Project READ refers students to the PIC who could benefit from job training. (In conjunction with one of the city's largest employers, Project READ is also exploring the creation of a workplace literacy program.) In addition, the Project READ advisory council disseminates information to related community service organizations and employers within the Redwood City area and serves as linking mechanism for promoting increased cooperation and support.

Extensive cooperation occurs between Project READ and the public elementary schools, with school staff making themselves available for consultation with literacy tutors and frequently referring parents to the Families for Literacy and Families in Partnership Programs.

Funding. Through the support of the library board and City Council, the Redwood City Public Library director has sought to minimize the amount of time Project READ staff need to spend in search of funding so they can better focus their creative energies on program design and implementation. Yet funding issues remain a necessary preoccupation of the Project READ director. This year the program established a non-profit (501(c)3) organization, the Redwood Friends of Literacy, with the goal of recruiting 500 members by the end of 1993, each of whom will pay $35 to $60 for membership. It is also hoped that the Friends will amass sufficient clout to secure continued political and financial support for the program. Project READ's long-term objective is to win city support for the program as the primary and stable funding source, supplement this with funds raised by the Friends and through occasional fundraising events, and look to state and other grant opportunities merely as tertiary sources of support or program expansion monies.

BROWARD COUNTY PUBLIC LIBRARY
Literacy Program: Read Campaign

1409 Sistrunk Boulevard
Ft. Lauderdale, Florida

Program Director: Janet Hansen
(305) 765-4271

LIBRARY:

Location	Urban-Suburban
Branches	28
Holdings	1,819,224
Circulation	6,401,627
Library Staff (FTEs)	600
Read Campaign Staff	14
Literacy Program Est.	1980

READ CAMPAIGN CLIENTELE:

Clients Currently Served:	
Adults	400
Children	150
LEP Clients	20%

Racial/Ethnic Composition:	
African-American	50%
Asian	0%
Hispanic/Latino	5%
Native American	0%
White	40%
Other	5%

KEY FEATURES:

- Countywide library system with a new main library building. Situated in ethnically and economically diverse region with rapidly growing Spanish-speaking populations and large proportion of African-Americans with little history of library usage. System size, prior history of branch independence, mixed needs of communities and clientele served by the system, and increasing pressures for Read Campaign expansion pose numerous challenges to this literacy program whose origins date back to the mid-1970s.
- Targeting the county's most difficult-to-reach communities, the Read Campaign has developed successful outreach and service delivery strategies, in part, owing to an emphasis on knowing the neighborhoods being served.
- Read Campaign is highly student-centered. Its adult literacy program utilizes Laubach materials; the children's literacy component employs accelerative learning principles in providing after-school and summer youth programming to elementary school children from targeted communities. Other program features include peer production/story writing workshops, and an IBM PALS laboratory.
- Read Campaign nurtures other literacy providers. A Friends of Literacy organization ensures continued county funding and sponsors staff development and fundraising efforts.

The Community

Many of Broward County's 1.2 million residents have come here to retire. Though tourism is a major industry, Broward County is marked by stark contrasts: Spacious summer homes with large boats docked on their waterfronts are situated not far from drug-infested slum areas. For as many as one in five residents, English is not their native language, and only half of all children finish high school. Both the Haitian and Hispanic communities are growing rapidly (their numbers increased by 2.5 times between 1980 and 1990), and much of the county's population is highly mobile.

The Library

The main library in downtown Ft. Lauderdale is housed in a modern multilevel structure whose entryway features a self-service restaurant. The library's 600-member staff provide varied programming, including entertainment and storytimes for children, films and performances for adults, language classes, business counseling, and other educational offerings. Providing comprehensive library services to the county's diverse population is aided by 28 branch libraries situated in the surrounding Ft. Lauderdale communities. One branch, the Mizell library, serves as headquarters for the library's literacy program; Mizell occupies the upper floor of a community building and proudly displays a full-scale model of a West African reed hut.

Literacy Program

Origins of the literacy program. The Read Campaign, Broward County Public Library's literacy program, has its origins in 1976, when the library won a LSCA Title 1 grant to establish a Library-in-Action program aimed at providing equal library resources and services to all income levels and social strata within the county and making library users out of non-users. Library-in-Action staff bought books that would appeal to specifically targeted populations. Many of the books were on African-American heritage; many were paperbacks, which appear less intimidating to reluctant readers and represent less of a financial outlay for materials that might not be returned. The targeted populations were unused to libraries, and sometimes downright hostile. For example, many parents would not allow their children check out books, as they were afraid their youngsters would lose or destroy the materials and the family would then end up owing the library money. In response, Library-in-Action staff often gave away books and eliminated fines for overdue books, providing the patron's excuse was at all reasonable. To attract readers unfamiliar with libraries, books were placed face-forward on shelves and arranged by subject area rather than Dewey Decimal system.

Library-in-Action staff also went door-to-door to introduce the library to the community and to find out what residents wanted and expected in terms of library services. This novel approach was well received, with one enthusiastic community voting to spend block grant money on establishing a branch library rather than improving the city water supply! The literacy program was born during one of these canvassing expeditions, in which books and magazines were taken door-to-door in grocery carts to promote library use: It became obvious why everyone seemed to like the magazines and never to select books; it wasn't that they didn't like to read, but rather that they didn't know how.

Growth of the Read Campaign. A 1980 LSCA literacy grant launched the Broward County Public Library's Read Campaign as a Library-in-Action component. During the first year, program staff conducted intensive door-to-door canvassing for literacy and bought materials that could be used for literacy tutoring. Other than the director, staff were recruited from within the targeted communities. This attention to the culture and needs of the community -- the recruitment of staff and tutors from the community being served -- has been critical to the success of the program. Tutoring began in 1981, using Laubach methods and materials. Initially the program was very small (four students) and operated only in the African-American community, with students and tutors recruited from within those neighborhoods, though others who applied were also accepted.

In 1984 the Read Campaign received two regular staff positions and within a year had begun to see encouraging results, though two themes had already emerged that remain unresolved issues today: (1) tutors' insensitivity to the needs of students and a tendency to treat students as children; and (2) imbalances in the numbers of tutors and students.

By 1986 national PLUS advertisements had added impetus to the Read Campaign, and the program had grown out of control. Other branch libraries had become more receptive to literacy programming, and a grant was used to disseminate information to them. To retain control of the program in this time of rapid growth, grant money was used to hire one student and one tutor coordinator, who spent their entire time on the phone or otherwise in touch with students and tutors, and another grant was obtained to fund a literacy facilitator to help organize each non-Library-in-Action branch's community base and promote regionalization of literacy services.

Yet unified literacy services across all branches remained illusive. Many of the activities organized by the facilitator to promote regionalization and spur community interest at the branch level were less than successful. For example, the twice-monthly tutor training sessions were attended by 30 to 40 tutors, but they were predominantly struggling novice tutors, so the tone was often negative; experienced tutors, who were recruited as volunteer group leaders to maintain contact with as many as 25 to 30 new tutors, frequently became overwhelmed by the turnover among new tutors, blamed themselves, and left their positions as well. While regionalization was not achieved, the presence of the facilitator to serve non-Library-in-Action branches did increase requests for literacy collections in those libraries. By the end of 1987, 15 branch libraries had literacy collections, and across the library system, attitudes towards literacy programming had improved.

Principles of literacy programming. New reader, educational programming, and family literacy services in the Broward County Public Library are based on a set of clearly defined principles:

- Service will be initiated or terminated completely at the request of the patron and will be confidential.
- The curriculum of learning programs will be directed by the patron rather than by the library.
- The goal of all educational programs will be the personal empowerment, enjoyment, and self-determined use of the patron.
- The learning process will be free of testing and measurement of the patron.
- Services will be provided in a spirit of support, informality, and individual attention supplemental to the family and neighborhood.
- The methods and procedures used in implementing all literacy programs will be patron-based, non-threatening, non-authoritarian, and supportive of lifelong, self-directed learning.

- There will be no attempt to duplicate or supplement schools.
- The materials used in literacy programs will be assessed by staff and learners and selected for readability, trueness to life, literacy value, and the exposure of patrons to all points of view, consistent with the library's commitment to intellectual freedom.

A primary objective of the Read Campaign is to work in communities that have a 60 to 80 percent functional illiteracy rate and to bring those neighborhoods and communities into the reading community. In other words, program staff continue to target hard-to-reach populations not normally served by literacy programs or libraries.

Read Campaign delivery strategies. Over time, the literacy program has developed a number of techniques for communicating its message. For instance, when potential adult students first appear at the program, they are shown the Laubach materials and a sample of a tutoring session, and asked whether the program fits them. Potential students are thus cast in the role of assessors. They are accepted even if it seems they can read, on the assumption that they will not waste their own time. The tutoring may also serve as a confidence-building exercise; if program staff perceive this is the case, they will inform the tutor so positive feedback and reinforcement of prior learning can be an immediate focus of tutoring sessions.

As early as 1985, Library-in-Action began encouraging literacy students to write their own stories, and a number of stories and books written by both youth and adults have been published in the past few years using Florida Arts Council and LSCA funding. These student publications also serve as reading material for other students. Encouragement of student writing continues through a LSCA Title 1 grant entitled, "Peer Productions: Discovering the Genius Within You." Three groups of 50 to 60 children, ages 8 to 15, and one of group adult new readers currently participate in these informal peer production workshops, in which students tell their stories to tutors, who write them down. Students then read the stories, transcribe them, and re-read them.

In 1990 it was decided to add a children's literacy program in targeted communities. With funding from the Knight Foundation, the Read Campaign developed an after-school and summer youth program to provide elementary school students with after-school homework assistance and skill-building instruction focused on thinking, spelling, and writing. The youngsters are also taught interpersonal skills (and, consequently, access to the intrapersonal). Prior to adding the children's literacy component, Read Campaign staff were provided with nine months of intensive in-service training in accelerative learning, an approach that integrates recent theory on learning and brain processes. The children's literacy program is popular with youngsters: Notes one literacy staff member, "We are their families, their quality time." As childrens' behaviors began to change at school, local school principals began referring children in trouble. By 1991 the program had grown to 126 students, too many for the newly trained staff to handle without sacrificing student discipline or program quality. Consequently, enrollment was limited to six students per instructor, with experienced instructors allowed to expand to eight or ten students if they wish.

An IBM PALS laboratory was received by the Read Campaign in 1991 and has succeeded in attracting students who learn independently and who do not require the constant support of an individual tutor, as well as those students who, because of learning disabilities, learn so slowly that tutors tend to become impatient.

Literacy program staffing. In 1990, 10 adult and family literacy temporary positions became permanently funded county civil service jobs. The downside of the new funding arrangement, however, was that (except for those "grandfathered" in to their positions) new hires within the library system were required to be qualified librarians rather than ordinary residents of the targeted community who receive specialized training on-the-job. As a result, all new literacy staff hires have been white, and the program decreasingly reflects the ethnicity and community roots of the majority of its students.

In 1991, the county hired a new director of libraries, who separated the Read Campaign from Library-in-Action. (While Library-in-Action still exists in name, it provides no formal programming.) The Read Campaign's 14 full-time staff are not only responsible for literacy and youth programming but also perform general library duties at the branch in which they are based during the afternoons.

Literacy program clientele/students. Some 400 adults (58 percent of whom are male) and 150 children are served by the Read Campaign. Fifty percent of all students are African-American. The majority of the adult clients receive basic literacy services, although the program has recently expanded to provide ESL services, primarily to help meet the language needs of recent Haitian immigrants.

Tutors and tutor training. Potential tutors are initially provided with a two-hour orientation designed to help those not equipped with the skills or with the commitment to become a successful tutor to select out. Initial training requires one seven-hour day. Advanced training, for those whose students are moving into Laubach series book 3 requires another seven hours. Tutors also have access to regular in-service sessions. Training occurs in the neighborhoods from which most students are recruited. Read Campaign staff have observed that if tutors are willing to come into these neighborhoods to be trained, they ultimately are more likely to be open and sensitive to the needs of the students they serve. This policy has become an issue since the Los Angeles riots, with tutors now increasingly reluctant to go into Broward County's African-American communities.

Student assessment and program monitoring. Because of the Broward County Public Library's philosophical approach to literacy services, the Read Campaign has not engaged in student assessment. Staff argue that the kind of personal learning this program promotes within poor and non-reading communities is not readily evaluated, and that evaluating programs primarily on the basis of retention, completion, and other such outcomes tends to bias programs towards serving those learners most easy to assist. Because the use of goals places students in a context of success and failure, thus increasing the learner's stress, literacy staff insist that tutors not set educational goals for students -- that if a goal setting process is to occur, it is solely because the adult student chooses that route. Staff are currently exploring ways to have users of the services assume a more formal program assessment role.

Ongoing informal monitoring is used to help program staff understand the dynamics with which they are dealing. They have noted, for instance, that in Laubach skill book 3, students start handling their own affairs, talking back to people, and travelling in a different community with different people; when this stage occurs, the students' families and neighborhoods react, usually negatively. The lower the socioeconomic level of the neighborhood, the more likely the student is to quit the program under this personal onslaught.

Cooperation and coordination with other agencies. The Read Campaign is one of the original literacy providers in the area, often taking small programs under its umbrella and providing tutor training and consultation until the programs have become independent. Such assistance has been provided to businesses for workplace initiatives, as well as to church groups and an adult high school. At present, the Broward County Public Library is engaged in the creation of literacy coalition of schools, judicial system, housing authority, and other service providers.

Funding. Read Campaign staff are now supported primarily by county government and are part of the library's recurrent budget. The trade-off for fiscal stability has been the program's decreased independence from the routines of the library system as a whole. Nevertheless, grants remain an important funding source for program modification and development. For example, an impending grant will pay for a new hire (a former literacy student) whose duties will include establishing a paid student advisory board that would assess training, program content, learning methods, and recruitment.

In 1987, when funding for the literacy program was in jeopardy, a Friends of Literacy (Through Libraries) group was founded. With the help of the newspaper and other supporters, the Friends were able to ensure continued funding for the Read Campaign. Friends of Literacy now runs a biannual conference on literacy and the nurturing of library literacy, sponsors the tutor newsletter, raises funds to support staff development activities, and helps recruit volunteers.

ATHENS-CLARKE COUNTY PUBLIC LIBRARY
Literacy Program: Project L.E.A.D.

2025 Baxter Street
Athens, Georgia

Program Director: Wrenford Archibald
(706) 613-3650

LIBRARY:

Location	Urban
Branches	8
Holdings	248,000 items
Circulation	763,343
Library Staff (FTEs)	44.0
Project L.E.A.D. Staff	4.5
Literacy Program Est.	1987

PROJECT L.E.A.D. CLIENTELE:

Clients Currently Served:	
At Library	110
At Outreach Sites	50
LEP Clients	64%
Racial/Ethnic Composition:	
African-American	26%
Asian	46%
Hispanic/Latino	11%
Native American	0%
White	15%
Other	0%

KEY FEATURES:

- Urban county library that also serves four rural counties. Rapid expansion of literacy services, move to new library building, and board's successful planning process led to sharp increases in circulation, aggressive outreach efforts, and recognition of literacy as central to library's mission. Strong support of the library by its board, county commissioners, and the public, in part, results from the client-centered focus of Project L.E.A.D., which is dedicated to treating all learners with dignity and confidentiality. Literacy tutoring is introduced as one component of lifelong library usage and learning.

- Project L.E.A.D. follows the Laubach literacy model. Learning is designed around each individual's own interests and goals; tutors' goals are similarly considered in matching student/tutor pairs. A well-equipped literacy learning center serves students and tutors, other area literacy programs, and independent learners.

- Learning gains of Project L.E.A.D. participants are not determined through ongoing informal assessment conducted by individual tutors.

- Project L.E.A.D. cooperates with community organizations and other literacy providers in 5-county area.

The Community

Situated in Clarke County, some 65 miles from Atlanta, Athens serves as northeast Georgia's center for transportation, communication, medical facilities, trade, and industry. It is also home to the University of Georgia, with which about a third of the city's population is directly or indirectly affiliated. Smallest of the state's 159 counties, Clarke County ranks 14th largest in population, with over 85,000 residents. The Athens-Clarke County Public Library also serves four surrounding counties, whose economies are primarily based on agriculture.

The Library

The attractive, spacious new Athens library opened in July 1992. A local sales tax funded the building's design and construction. The one-time tax was also used to significantly increase library holdings and other resources. The library's mission statement and five-year plan (1990-95) call for the library and its eight branches to (a) serve as a resource and reference center by providing library materials that satisfy the informational needs of community residents, (b) assist students of all ages in meeting their educational goals, and (c) promote the creative use of leisure time by providing a variety of high-interest materials for persons of all ages.

Impact of planning, outreach, and the new facility. The move to the new building -- together with the board's planning process, which produced a well-focused mission statement, established clearly defined priorities, and spawned outreach efforts aimed at enhancing the library's visibility and changing how the community views the role of the library -- has resulted in an upsurge in patrons and a sharp increase in circulation. For example, the library has expanded children's programming, added a young adult department, and developed a heritage room/collection that houses historical documents related to Clarke County. Outreach efforts aimed at taking the library into nontraditional settings include depositing collections at the county jail and correctional institute, and using bookmobiles to serve senior centers, churches, and hospitals.

Literacy Program

Origins of literacy programming. Project L.E.A.D. (Literacy, Education, and Development) began in 1987, with one volunteer tutor and one non-reading adult working together in the library. The impact of the determined efforts of this first student was that the library director provided the time for an interested staff member to research literacy program options to determine the best possible literacy program for the Athens library, and then to use the information to establish and direct the fledgling literacy program. Affiliation with Laubach Literacy International resulted from a conviction that the Laubach method offered the most detailed and consistent support for volunteer tutors, who would be key to the program. The research also resulted in the establishment of several principles on which Project L.E.A.D. is based:

- Service is confidential and dedicated to serving members of the community who want to learn to read or improve their reading skills, who are to be treated with dignity and with full acknowledgment that they are adults.
- Because many potential volunteers prefer to maintain a professional rather than a personal relationship with their tutees, confidentiality of the tutor is respected. Consequently, unless the student and tutor elect to exchange personal information, learning center staff serve as intermediaries for any communications between student/tutor pairs that need to take place outside of the tutoring sessions.
- To assure confidentiality, all literacy assistance occurs within the library or at locations approved by the project director.
- Literacy materials are to be adult oriented, devoid of any implication that learning to read is an activity that is suited only to children, and as "tutor-friendly" as possible.
- All library staff are encouraged to be aware of the difficulties the vast majority of the non-reading or low-reading population face in entering a library (often for the first time) and asking for assistance, and to be prepared to offer professional and personal assistance.

From its 1987 beginnings, the county commissioners and library board were very supportive of the program, perhaps in part due to the considerable publicity in Athens about low education levels. "It just seemed to be the right place and time" for a library literacy program to be established, reported the library director. An initial $2,500 grant financed tutor training and the purchase of a modest collection of adult literacy materials. At the same time, county commissioners added to the library budget the cost of a half-time staff member to support the literacy program.

Within a year, Project L.E.A.D. had trained 28 tutors and was serving 26 adult basic literacy students. In addition, tutoring locations had been approved for the county's correctional institute and a senior citizens center, and three of the more advanced literacy students had volunteered to help beginning readers. When one of the project's original tutors, who also worked with ESL students through another literacy program, asked that ESL be included in the Athens program, Laubach training was instituted for ESL tutors. People began signing up for all levels of English acquisition as word of the program spread throughout the community, particularly within the foreign student community, whose accompanying family members began to make use of it. From the start, all tutors were encouraged to help their students obtain library cards, and tutoring was introduced as but the first step of a potentially lifelong literacy program for the beginning reader. This policy was pursued not only to encourage library usage but also to provide students with tangible evidence of their value as library patrons.

Coping with expansion. The expanding tutoring program brought with it heavy demands on already inadequate library space, soon making it necessary to clear out shelves and turn a backroom storage area into a cramped learning center as public, private, and church organizations began referring students. Such referrals led to the creation of an Adopt-A-Reader strategy, whereby community organizations donate the costs of a complete set of Laubach materials for a student; in response for the support, the donor receives a semi-annual progress report on the student, identified through a pseudonym.

Faced with a multitude of students and an ever-growing cadre of volunteers waiting to become tutors, the program's success was fast becoming its greatest problem. High demand for limited materials depleted the shelves, and program maintenance demanded more and more library staff time. Liaison with other service providers in the region revealed that they faced similar problems -- i.e., insufficient funding, inadequate numbers of basic literacy materials, few materials to support the new reader in the phase between basic literacy and use of general materials, inaccessibility of computers and literacy software programs, and inadequate tutor training materials.

In response, in 1989 the library successfully sought grant monies to create a literacy resource center with approximately 1,500 volumes of basic literacy, ESL, and supplementary materials, four computers and literacy and reading assistance software, an extensive collection of cassette literacy-support materials, and videos for teaching consonant sounds and for enhancing tutor training. These are available to both the Project L.E.A.D. program and other literacy providers throughout the five-county region. This, the library believes, makes vital materials accessible even to smaller providers who may not be equipped to enter competition for funding.

Concurrent with the resource center funding, a color-coding system was adopted to identify the grade level of student materials in the resource center; only books, not shelves are marked, and there are no signs or other explanations of the coding system displayed in public areas. The color-coding system, designed to protect the privacy of new adult readers and encourage them to select their own supplementary reading materials, subtly underscores the freedom of choice that comes with literacy. Materials designed for tutors are also color coded. An extensive literacy resource guide that lists and evaluates all the resource center materials was developed and distributed to literacy organizations.

Project L.E.A.D.'s new learning center. The library's learning center, the first of its kind in Georgia, is located directly above the imposing entry to the new Athens-Clarke County Public Library. The center is staffed a total of 70 hours, seven days per week -- i.e., every hour the library is open. It contains a small classroom, four tutoring rooms, four computer stations, and a collection of approximately 1,500 items, including print materials, software, and numerous videotapes, some of which was obtained through grants and others purchased with funds made available by the county to support the library's move and expansion. These materials are primarily intended for beginning and new readers of English, but also include computer software that more advanced learners can use independently, since the center also aims to promote lifelong learning. Already, only months after its opening, the learning center is serving such a high volume of users that library staff anticipate a need for even more room.

Library staff refer to the camaraderie that used to exist in the old building where, in order for someone to reach the stamp machine, a person at the desk in front of it would have to stand up. All staff used to know everything about using the learning center because the center was right on top of everything else. In this cramped situation everyone could participate, if only vicariously, in the life of the literacy program. Staff development about literacy was, in a sense, continuous and informal, and it extended to all library personnel. The library's philosophy of providing dignified support to all visitors, of welcoming even street persons as new learners and library users, was seemingly much easier in the cramped but cozy atmosphere of the old library building. Now only staff in the reference department can see who is entering the new library's learning center, and there is a need to create more formal mechanisms to keep abreast of the center's use and impact. Both the learning center manager and the library director see this issue as crucial to ensuring that staff continue to perceive literacy as central to the mission of the library and an E-Mail system will be used to communicate with staff.

Principles underlying literacy programming. Throughout the history of Project L.E.A.D., program staff have subscribed to a common understanding that they are there to serve the client, and they therefore take considerable care to surface the objectives of both students and tutors. For example, one long-term student came to the program to learn how to read well enough to deliver Sunday School lessons; tutoring has focused on helping him to read the lesson he is to teach the following Sunday. Nevertheless, the tutor may also try to slip in some phonics.

The same concern with personal objectives goes into matching student/tutor pairs. By recognizing tutor goals, students are generally spared encounters with tutors who are on a mission to "save them" by coercing them into particular learning goals. In other words, literacy staff do not match a tutor who is anxious to help someone attain a G.E.D. with a student who has no such goal. Staff thus focus on individual -- as opposed to program -- goals, and this has served to enhance the image of the program in the community and build trust among potential students: The program has developed a reputation as a place where those in need of literacy instruction are "treated right."

Another special outreach effort began in 1991 when Project L.E.A.D. obtained a grant to provide literacy programming to elderly, primarily African-American, women in the Athens Community Council on the Aging senior citizen's center. Unable to read even their prescription labels or announcements pertaining to community assistance programs, most of these women were reduced to inactivity and a continuous diet of television until Project L.E.A.D. stepped in with support from a Community Development Block Grant. In addition to LAUBACH instruction, these Outreach to the Elderly participants are taught sight-word vocabularies and encouraged to write about their life histories.

Literacy program staffing. The learning center is staffed by a full-time manager with department-head rank and five others, all of whom work half-time in other library departments. All learning center staff are fully integrated members of the library staff and funded through the regular library budget. Indeed, the library is proud of the fact that grant funds have never been used to cover literacy staff salaries.

Literacy program clientele/students. Forty adult basic literacy and 70 ESL students are now tutored at the Athens library, though many other library clients use the learning center independently. Services also extend beyond the building: The library supports 12 community outreach locations, including small literacy programs in three neighboring county libraries, tutoring in the county jail, and continuing work with senior citizens. With the number of outreach program participants now about equaling those tutored at the library, plans are underway to provide services to two public housing projects that are already served by mini-libraries situated on-site. Staff propose to reach some 60 non-reading or low-reading adults who live in the housing projects and through "Family Saturdays" as many as 100 of their children. This special outreach effort is intended both to increase literacy and to build familiarity with libraries amongst a population that tends seldom to use such services.

__Assessment__. Although the Athens-Clarke County library acknowledges pressure from the Georgia Office of Adult and Technical Education to assess student progress, it has steadfastly resisted formal assessment because of the poor fit between standardized assessment instruments and the library's client-centered philosophy. While information on the success of Project L.E.A.D. is crucial to its continued support by county commissioners, data on levels of use and anecdotal accounts of the impact of the program on particular students have in the past proven adequate. Consequently, there are no immediate plans for measuring student gains through formal testing. However, it is assumed that information on student progress will become more readily available as computer assisted learning is further integrated into the tutoring program, since unobtrusive measures of student performance are typically built into the software itself.

__Cooperation with other agencies__. The learning center has developed a network of organizations with which it cooperates and/or to which it provides services. In addition to offering access to its special literacy collection, the outreach assistance it provides other organizations extends to providing on-site tutors and assisting with the training of tutors. To date it has not established a cooperative relationship with the county's adult education program, which is run out of the vocational technical institute.

__Funding__. County commissioner support for the literacy program has remained high. At the beginning of the 1992 fiscal year, all county agencies/departments were asked to cut their budgets by 5 percent. The library board explored closing on Sundays and cutting back on the hours in both the learning center and heritage rooms in the new library. Ultimately, however, the board refused to cut back on the hours of either of the rooms because they are considered central to the library's mission, and public opinion would not allow the library to close on Sundays. In short, the library has succeeded in building significant political and public support for its services, including its literacy programming.

DULUTH PUBLIC LIBRARY

Literacy Program: Computer Assisted Literacy Center (CALC)

520 West Superior Street
Duluth, Minnesota

Program Director: Janet K. Schroeder
(218) 723-3821

LIBRARY:

Location	Urban-Rural
Branches	3
Holdings	367,154 vol.
Circulation	1,352,197
Library Staff (FTEs)	71.39
CALC Staff	1.0
Literacy Program Est.	1987

CALC CLIENTELE:

Clients Currently Served	1,000+
LEP Clients	2%
Racial/Ethnic Composition:	
African-American	4%
Asian	0%
Hispanic/Latino	2%
Native American	2%
White	92%
Other	0%

KEY FEATURES:

- Computer technology plays central role in literacy program, with CALC staff and tutors designing each student's instructional plan around software and print materials appropriate to her/his learning needs. Current language skills are formally assessed upon students' entrance to the program. Tutors with either Laubach or LVA training are assigned to students based on whether the assessment results indicate that the thrust of the individualized reading program should be phonics. Because students are encouraged to write as soon as possible, word processing soon builds their keyboarding skills and confidence in using the computer and other learning software.
- Once a student's learning plan has been devised, CALC essentially serves as a drop-in learning center. Students may use the center independently or work with an assigned tutor. Close coordination with Duluth School District's Community Education Department promotes use of center by GED, ABE, and ESL students. Major challenge is to keep center staffed during all library hours, since student access depends on software-knowledgeable supervision.
- CALC collaborates with numerous local agencies in meeting the social service needs of its clientele. CALC staff also play a prominent role in Duluth's family literacy efforts.

The Community

Duluth, the largest city in northern Minnesota and the fourteenth busiest port city in the U.S., sits at the western-most tip of Lake Superior. Ninety-six percent of the city's 85,000 residents are white; 2.1% are Native American. The largest source of employment is the service industry, including financial services, regional medical facilities, government, public utilities, and tourism. Colleges and a state university are also major employers, as is a paper mill. The Duluth Public Library serves both the city and the surrounding rural areas.

The Library

The Duluth Public Library is a modern facility designed to resemble the ore boats frequently seen in the nearby harbor. The library is part of the Arrowhead Library System, which serves a seven-county region and includes 28 other libraries. With an annual operating budget of $2.5 million as a City of Duluth department and $35,000 from the library system, the Duluth Public Library spends approximately $300,000 on materials annually.

Since moving to its new facilities in 1986, the library's circulation has increased 284 percent, and interlibrary loan requests have grown by 62 percent. A wide variety of programs and services are offered to people of all ages. The library's Special Needs Center, which opened in 1981, provides equipment and software for visually, physically and hearing impaired patrons, as well as for people with some forms of developmental disabilities.

Each year the Computer Assisted Learning Center (CALC) sponsors "Take Time To Read," a one-day event in which local celebrities and citizens set aside time to read and then phone the library to report the number of minutes they spent reading. In February 1992, over 15,000 people reported over a half million minutes spent reading.

Literacy Program

Origins of CALC and ties with Community Education. The Duluth Public Library's literacy program began in close collaboration with the Duluth Community Education Program. An LSCA grant was received in late 1986 to establish a Computer Assisted Literacy Center (CALC). The library then dedicated space for the center (in a prominent location and next to the Special Needs Center), purchased five Apple computers, and installed workstations, along with instructional software for reading, writing, and mathematics (grade levels 1 through 8), as well as books, magazines, and newspapers for adult new readers.

During the first years of the project, the library housed Community Education's GED and ABE programs, enabling students to move easily between their classes and the CALC center. Yet the CALC center also attracted people who wished to remain outside the formal education offerings, often because of their unhappy experiences with the public schools. With the growth of this new constituency, the library literacy program became less dependent on the participation of Community Education students. Two years ago, when Community Education's adult programs were consolidated into a separate school plant elsewhere in the city, participation in the CALC program noticeably declined: While Community Education students were willing to walk the 10 or so blocks to the library in good weather, Duluth's -30°F winter weather deterred them from trekking between the school and the library. Subsequently, a small grant from the Ordean Foundation was secured to provide Community Education students with free bus tokens, and plans are now underway to also provide fares for taxi shuttle service between the two locations.

Today, CALC and Community Education produce a joint monthly newsletter, send volunteers to attend each other's tutor training, respect each other's preferences between Laubach and LVA literacy approaches, and work together congenially to avoid duplication of services. Moreover, CALC's literacy coordinators work closely with tutors and Community Education ABE instructors to design individual programs to meet each student's needs.

CALC instructional delivery methods. When a student with low basic skills comes to CALC for help, staff get acquainted with the student through an initial interview that helps establish a level of comfort and trust on the part of the student and enables program staff to ascertain the student's needs. Simultaneously, current language skills are assessed using a modified version of the Roswell-Chall test. From this test, CALC staff determine whether phonics instruction should be the main thrust of the individualized reading program: Students with poor phonics skills are assigned tutors with Laubach training; students who already have a working knowledge of phonics are assigned to tutors trained in the Literacy Volunteers of America method.

After the initial meeting between tutor and student, CALC staff discuss concerns and strategies with the assigned tutor and recommend appropriate print and software materials. Tutors then select appropriate software from a bibliography of the 136 software programs in the center's collection. By maintaining a software checklist in each student's file, the staff person on duty can readily determine which software to provide as learners drop in to use the computers.

CALC staff maintain monthly contacts with both students and tutors. While most tutors report that they typically meet with their students once a week, the computer is not usually used during these sessions. Instead, students are encouraged to use the computer to practice and enhance skills introduced by the tutors.

In addition, CALC staff and tutors encourage students to write as soon as possible, for which purpose two different word processing programs are available. For students with low literacy skills, writing via the computer usually means that the tutor types as the student dictates. Eventually, however, students want to try out the keyboard themselves, and soon thereafter they acquire sufficient keyboarding skills to efficiently use the center's various software programs. One of the word processing programs, Hartley's My Words, is especially useful for new readers and writers because its commands are in icon form (and thus highly user friendly). The other word processing program, Appleworks, is intended for students whose writing abilities are more advanced and who are interested in learning word processing skills for employment purposes.

Each student's disk records contain an alphabetized list of the vocabulary used by the student, enabling tutors or CALC staff to compare the student's word list with established word lists. Other software programs address other needed literacy skills, including language assets, life skills, math, science, social studies. Because many CALC students have been unable to learn by traditional methods, the computer software collection offers alternative approaches to learning: Some programs provide drill-and-practice; others use a game format that is motivating but nevertheless affords an opportunity for practice and reinforcement of skills.

In 1989 the center received a grant to purchase telecommunications equipment to link CALC with remote literacy sites. The idea was to be able to send the software housed at CALC via telephone modems to other adult literacy classrooms. However, when CALC applied for the grant, no one foresaw the copyright problems involved in setting up a network system that includes sites located in other buildings, nor was it anticipated that software companies would be reluctant to sell their wares to CALC for use off-site via modems.

Family literacy efforts. It was also in 1989 that one of the CALC coordinators, on her own time, began working with the children of students of one of the Community Education ABE teachers while the parents were in class. Since then, the CALC program has collaborated with a number of community organizations in family literacy efforts, most notably in an innovative project with the Duluth School District's Community Education/Adult Basic Education Program, which pays for the onsite participation of a CALC coordinator. This family literacy project, aimed at breaking the continuing cycle of intergenerational illiteracy and addressing the many family issues that surround it, meets 2.5 hours per week. The CALC coordinator provides literacy instruction, while other staff help develop literacy-related skills. For example, an early childhood family education provider works with children under age 5, directing them in language development activities and reading-readiness play and modeling for parents effective strategies for providing their preschoolers with learning/playing opportunities. A parent educator meets with the adults to discuss parenting issues, child development, and other concerns parents have about their children. Another project member works with the elementary school-age children, assisting them with homework, communication, and literacy needs. A counselor from a local community service organization assists with meeting the needs of children and adults from dysfunctional families.

A LSCA literacy grant in 1991-92 enabled CALC's literacy coordinator to create family literacy kits for parents. Grant money was used to purchase easy-to-read children's books and word-for-word audio-cassettes. Each kit contains a book and corresponding cassette for use by parents in reading with their children, as well as a list of related activities they can do together (e.g., a recipe for gingerbread cookies written in simple language and a gingerbread cookie cutter might accompany The Gingerbread Man book and tape). Other picture books on the same topic are sometimes also included.

Challenges faced by the CALC program. One of the ongoing issues faced by CALC staff is that adults in need of literacy services in Duluth do not fit the preconceived notions of tutors. As one tutor acknowledged, tutors expect that their adult students will be "someone with average intelligence, without a learning disability, but who has been unable to learn to read due to family circumstances." Indeed, most adults seeking services at CALC are victims of intergenerational poverty and illiteracy. However, staff believe that as many as 80 percent of them have some degree of learning disability, even those who have graduated from high school. Thus progress is slow and difficult, and tutors do not get immediate reinforcement and gratification from seeing students progress as rapidly as they might have anticipated. While CALC already works side-by-side with the library's special needs center, plans are underway to tackle this problem from an additional perspective -- by providing literacy tutor training to individuals trained in special education or to community agencies that work with special needs populations.

Other challenges faced by the library include how to respond to literacy students' requests when no CALC staff are available, which is often the case evenings and Saturdays. This was at the beginning. They are and have been shelved in DEWEY order for several years. Because no one at the reference desk has been trained to help with computer assisted instruction, literacy students cannot use the instructional software unless CALC staff are on duty, though students are free to use Appleworks for word processing at any time, since the reference desk uses that same software and staff are thus knowledgeable enough to assist the students as problems arise. Another issue is the need for tutor/student pairs to let the library know when they are coming in, so that CALC and library staff can better ensure that both logistical and learning needs are being adequately met.

Literacy program staffing. While the Duluth Public Library staff is made up of 62 full-time and 30 to 40 part-time employees, the CALC program operates with just three part-time coordinators who each work 13.5 hours per week as well as a half-time Librarian III. All three coordinators are trained teachers, a background the library has found to be essential to the program's success because their training enables them to effectively assess student needs and learning goals, develop a "scope and sequence" plan in relation to student tutoring and use of software, and review and order new software to meet patrons' instructional needs. Keeping qualified staff has posed a challenge because neither the city nor the schools have been able to underwrite benefits for CALC staff, who thus must remain part-time employees for the library to comply with Minnesota's fair labor practices laws. Just as making sure the literacy center is covered during library hours is problematic, so coordination between the three coordinators is a constant struggle, though they do keep a running log at the CALC desk in an effort to keep one another informed of activities during all shifts.

Until now, part of the Head of Extension Services time has been spent overseeing the CALC program, but the supervision of the literacy program has been turned over to the Head of Reference and Information Services who supervises all other activities on the second floor of the Library. Inasmuch as the three CALC coordinators are teachers rather than librarians, the director believes that having a full-time professional librarian responsible for the program will be helpful in smoothing the day-to-day interface between library operations and CALC services.

Literacy program clientele/students. The population served by CALC largely mirrors the city's racial/ethnic makeup, though the Ojibwe Nation's presence in the greater Duluth area is greater than what is reflected in the literacy program. Accordingly, the library is seeking ways to increase the involvement of the Ojibwe in literacy activities, as well as encouraging greater use of CALC and the library's other resources among African-Americans and the Hispanic community.

CALC staff emphasize that there is really no way of knowing how many people use the library's print materials to teach others to read better. Of record, however, there are currently over 1,000 students receiving some level of services; 10 percent of all computer use is by the handicapped or disabled, and 38 percent by persons upgrading their employment skills. Taking pride in having created a "safe place" for effective learning, CALC staff are particularly sensitive to maintaining a delicate balance between providing easy access to the literacy center and protecting the anonymity of literacy students.

Currently the program has some 90 active tutors, as well as 130 volunteers who assist with tutoring and outreach activities. Also using CALC services are some 70 Community Education tutors and the small groups or individual ABE and ESL students with whom they work. Community Education provides Laubach training for tutors, but because CALC staff found that students enrolling directly through the library were better served by a whole language approach, LVA training is offered CALC tutors.

Student assessment and program monitoring. CALC maintains statistics on computer use, materials circulation, reference-desk inquiries concerning CALC, in-house use of print and software material, and tutor/student information. One of the literacy coordinators talks to all the tutors every month and acts on their recommendations regarding the needs of individual students. Tutors evaluate the LVA training provided, the various workshops given by CALC, and other training and instructional support materials available at the center. Teachers, tutors, and other CALC users are also encouraged to fill out evaluation forms as they use software programs and other materials.

Cooperation with other community organizations and agencies. CALC's close ties with Community Education have greatly benefitted the two programs and their clientele, but meeting the social service and quality-of-life needs of literacy students has also necessitated collaboration with a long list of city agencies and organizations, including programs serving school dropouts, special education young adults, and the county jail.

LONGVIEW PUBLIC LIBRARY
Literacy Programs: Reading Corner, Project READ and Share A Book, Share A Dream

1600 Louisiana Street
Longview, Washington

Program Director: Judy Fuller
(206) 577-3380

LIBRARY:

Location	Urban
Branches	0
Holdings	139,285 vol.
Circulation	356,222
Library Staff (FTEs)	16.0
Project READ Staff	1.5
Literacy Program Est.	1987

LITERACY PROGRAM CLIENTELE:

Clients Currently Served	98
LEP Clients	12%
Racial/Ethnic Composition:	
African-American	0%
Asian	10%
Hispanic/Latino	2%
Native American	0%
White	88%
Other	0%

KEY FEATURES:

- Project READ's adult literacy component roughly follows the LVA model. Share A Book, Share A Dream family literacy component includes home visits to read stories to children and demonstrate to parents how to read to their children and to create related learning opportunities; similar presentations are made to small groups of parents at other community program sites; every participant receives a free, quality children's book.
- Both Project READ and Share A Book cooperate extensively with a nearby community college and other community service organizations, such as Head Start and a local literacy coalition.
- History of how literacy program has evolved and the challenges it has faced will seem all too familiar to many average-sized and small-town libraries. At this library, adult and family literacy components are operated as separate programs.

The Community

Longview is a planned city, developed in the 'teens and early '20's by R. A. Long to support his growing enterprise, the Long-bell Lumber Company. Now a city of some 31,500 residents, Longview is situated in the southwestern part of the state, on the Columbia River that runs between Washington and Oregon. The Longview Public Library, founded in 1927 as one of the first services provided by the city, also serves the residents of Wahkiakum and Cowlitz Counties in Washington as well as Columbia and Clatsop Counties in Oregon.

The Library

The Longview Public Library, with its colorful rose garden and manicured lawns, is located adjacent to the civic center, at the innermost hub of the city. On a clockwise walk around the hub, the City Hall is at 3 o'clock, the post office at 6 o'clock, the colonial style Monticello Hotel at 9 o'clock, and the public library at 12 o'clock. The campus of Lower Columbia Community College, the library's primary collaborator in the literacy activities, is situated just behind the library.

The library has 19,843 registered borrowers, representing a high proportion of the small city's population as well as residents of the surrounding rural communities within a 50- to 60-mile radius. Non-residents of Longview are currently charged a user's fee of $80 per year, though the library hopes to eventually gain county support so that free services can be extended beyond the city limits.

Literacy Program

Origins and focus of literacy programming. Awareness of the need for a literacy program began in the late 1970's, growing out of an earlier library project, Cowlitz Library and Learning Services, which provided literacy tutoring as well as library services to Cowlitz County. That program was put on hold with the eruption of Mt. St. Helen. The 1980 census reaffirmed the need, with data showing that 13 percent of county residents had less than an eighth grade education and 29 percent failed to graduate from high school. With the area's great dependency on the forest products industry and subsequent layoffs leading to high unemployment in the area, the need for literacy training became even more acute. Project READ, the library's adult literacy program, formally got underway in 1986-87 with the receipt of a LSCA Title VI grant. During this same period, the library also received a grant from the Kellogg Foundation to develop an Education/Job Information Center to help combat the rising unemployment rate in the community.

Project READ. Project READ provides one-on-one tutoring to adult literacy students, including ESL students, and is roughly based on the Literacy Volunteers of America model. When the IBM Corporation awarded the library a grant to add a PALS (Principle of the Alphabet Literacy System) laboratory in 1991, the IBM interactive videodisc technology was integrated with Project READ's individualized tutoring approach.

Project READ is located in what is known as the READING CORNER, a roomy but partially secluded area on the library's second floor, where adult learners may meet with their tutors, work with the PALS equipment and literacy software, locate adult new reader materials of interest, and develop skills to meet their learning goals. Some adult literacy materials, including "how to" books for tutors and parenting materials, are located in the Reading Corner. Other materials, relevant to adult new readers but likely also to be of general interest, are located throughout the library collection. The Reading Corner is also the center for operations of the family literacy program.

Family literacy efforts. In 1990, the library developed the Share A Book, Share A Dream program to extend its literacy commitment to young children and their parents. In an attempt to foster the ability and desire of parents to read to their children, Share A Book reaches into low income areas of the city by taking books and reading demonstrations into homes and parent support agencies and giving free quality children's books to all participants. In its first year, the program reached over 1,000 parents and children, and it has succeeded in developing a strong network for collaborating with other family service agencies in the community.

Initially, it was intended that the Share A Book coordinator go into homes where families would invite friends and their preschool children for a "reading party"; the coordinator would then demonstrate to parents how to read to their children and how the reading can be followed with related learning activities. As the project has evolved, however, most home visits include but one or two parents and their children. In addition, frequent small group presentations are made before parent groups, such as those who participate in community service projects that target low-income neighborhoods and parents whose children are enrolled in Head Start.

While some Project READ participants have also become involved with the family literacy project, thus far no new learners have joined Project READ as a result of the Share A Book program. Nevertheless, Share A Book is drawing parents and children into the children's room of the library. Participants are highly enthusiastic about the program. Parents are thrilled that they were able (most of them for the first time) to get a library card. One participant noted that she had previously felt that the library was "totally off limits for her," whereas now she feels "there's someone to talk to about [my] situation." Another mother wants to get involved with fundraising for the literacy program or the library in general. She feels there should be more advertising for the literacy services: "A lot of people think it sounds too good to be true."

The challenges of institutionalizing literacy programming within the library. Although literacy programming now enjoys the support of the city council and library board, this was not always the case. Library staff report that the Project READ's early successes, coupled with the televised national literacy campaign, helped turn skeptics into supporters. Making the literacy programs an integral part of the library has also not happened overnight. Although library personnel say they have adapted well to having Project READ, the program brought changes. For example, in the start-up year, library staff had to accommodate the extra workload that accompanied the influx of literacy and new reader materials from small publishers that had to be catalogued and processed. Personnel at the information desk also had to learn new listening and communication skills to handle phone calls and in-person inquiries from people interested in the literacy program. Because often the potential new client is either very shy or somewhat defensive owing to their initial embarrassment, effectively fielding these inquiries required learning patience, sensitivity, and respect for the courage it took to come forward.

Other hurdles the library staff have faced in adjusting to the changes brought by literacy programming pertain to the use of volunteers and part-time staff with flexible hours. While everyone agreed that flexible staff hours are a plus for any literacy program, not knowing who was on duty or when the next person would arrive was often a source of frustration for other library staff trying to respond to the needs of potential clients and tutors. A number of solutions have been devised, including the placing of a sign in the READING CORNER indicating whether it is "open" or "closed" and maintaining a diary at the front desk that provides the coordinators' daily schedules. In addition, accounting and clerical staff have had to develop new procedures to track literacy program expenditures and grant disbursements, as well as to document the variable work hours of literacy program staff.

Literacy program staffing. Longview Public Library staff, the board, and city council members all credit the vision of the library's director with the development of literacy programming and the recent city council decision to fund two part-time literacy coordinators, one for Project READ and the other for the family literacy component, Share A Book, Share A Dream. Yet staff commitment to the literacy programs has also been a factor in maintaining momentum and ultimately winning fiscal support: The Project READ coordinator and administrative assistant volunteered their time for three months to keep the program going once LSCA funding ran out in January 1992, and the family literacy coordinator worked at another assignment in the library, from which post she was able to devote two hours per week keeping the Share A Book program alive.

Nevertheless, the library director perceives a need for full-time literacy positions before the literacy programs are fully integrated into library operations and are able to fully serve the greater Longview population that needs literacy services. The fact that current literacy staff have worked in other positions at the library fosters collegial relations between the literacy programs and the library's staff at large, and it also means that they have become knowledgeable about library procedures, even though they are not formally trained librarians.

Literacy program clientele/students. Some 80 learners were tutored by Project READ between October 1991 and June 1992. Over half of all students were male; about half were ages 25-44. Nearly two-thirds were estimated to be reading below a sixth-grade reading level (one-third were reading below third-grade).

There were more than 55 active tutors at the end of 1991, nearly three-fourths of them female. Tutors do not always work with their students at the library, but when they are there to use the facilities for the literacy program, they wear tutor buttons to identify themselves to the library staff. The badge provides them access to photocopying equipment and the use of library areas usually open only to staff. Project READ volunteers attend Literacy Volunteers of America (LVA) training offered at the nearby community college several times a year.

The most effective means of attracting tutors has been the media and Lower Columbia Community College's work/study program. While the college is also a source of information about the program for prospective learners, the media attracted only three of the current

Project READ students. Most students are either referred by friends or relatives or learn of Project READ from community agencies.

Assessment. Wide Range Achievement Tests I and II, The Brigance Inventories--Basic Skills and Essential Skills, PAL's Functional Literacy Test, and the Tacoma Community House ESL Placement Tests are used with adult learners. The adult literacy coordinator determines which test would be most appropriate for the individual learner after each intake interview. She may use parts of several tests to diagnose the learner's needs in order to develop an appropriate learning packet for that person. Post-tests are used to determine learner progress, to motivate the learner and tutor, and to plan reading programs at new levels. Post-tests are given if the learner changes tutors and wishes to be tested, when the tutor recommends retesting, and/or when the learner has completed 60 hours of tutoring.

Collaboration with other agencies. Collaboration between the Lower Columbia Community College and the Longview Public Library and its literacy program is natural, both due to physical proximity and because of personal connections between the library staff and community college faculty. For example, the half-time coordinator of Project READ also works half-time at the college; a librarian is married to the college's dean of instruction; and the college contributes paid work/study students to the literacy program's cadre of volunteer tutors. In 1986, the college and the library received a grant to merge the computerized cataloging systems of the two institutions, so that material in either library can be identified by computer search and made available to users through either institution. Such networking and collaboration is regarded as integral to the library's mission to serve the community and has fostered an attitude of cooperation and service among library staff.

In addition, the READING CORNER's advisory board includes representatives from Head Start and other parent involvement agencies serving parents and children.

Funding. Project READ was funded under a LSCA Title VI grant from its inception in 1986-87 until January 1992 (except for one year in which funding was provided with Title I funds). As noted above, the Longview city council just recently funded two part-time literacy coordinators. Continuing to fight for stable funding for the literacy program will remain a high-priority goal for the library's director, along with a much needed expansion of the physical plant and extending services (without user fees) into the surrounding communities with county funding.

Part III: Study Framework and Approach

Study Framework

Background

In 1988, Zweizig, Robbins and Johnson[3] comprehensively documented the extent of library involvement in literacy education. They reported that 87.2% of public libraries had at least some elements of literacy programs in place, 19.1% had moderate involvement in literacy education, and 3.9% had a high level of involvement. This represents both extensive involvement in literacy on the part of the over 9,000 public libraries in the U.S. and the potential for significant expansion of literacy services by this wide-flung institution. That an expansion is taking place is evidenced by the amount of funds that have been invested in library literacy programs. For instance, in the four years from 1986 to 1989, the U.S. Department of Education Division of Library Programs has granted over $27 million for library literacy programs through Title VI of the Library Services and Construction Act and in September 1992, 245 public libraries in 45 states received such grants. In 1992 the California State Library was funding 84 programs, many of which have multiple branches. In a partnership with the private sector, the American Library Association and Bell Atlantic funded 25 family literacy programs in libraries in 1991/1992.

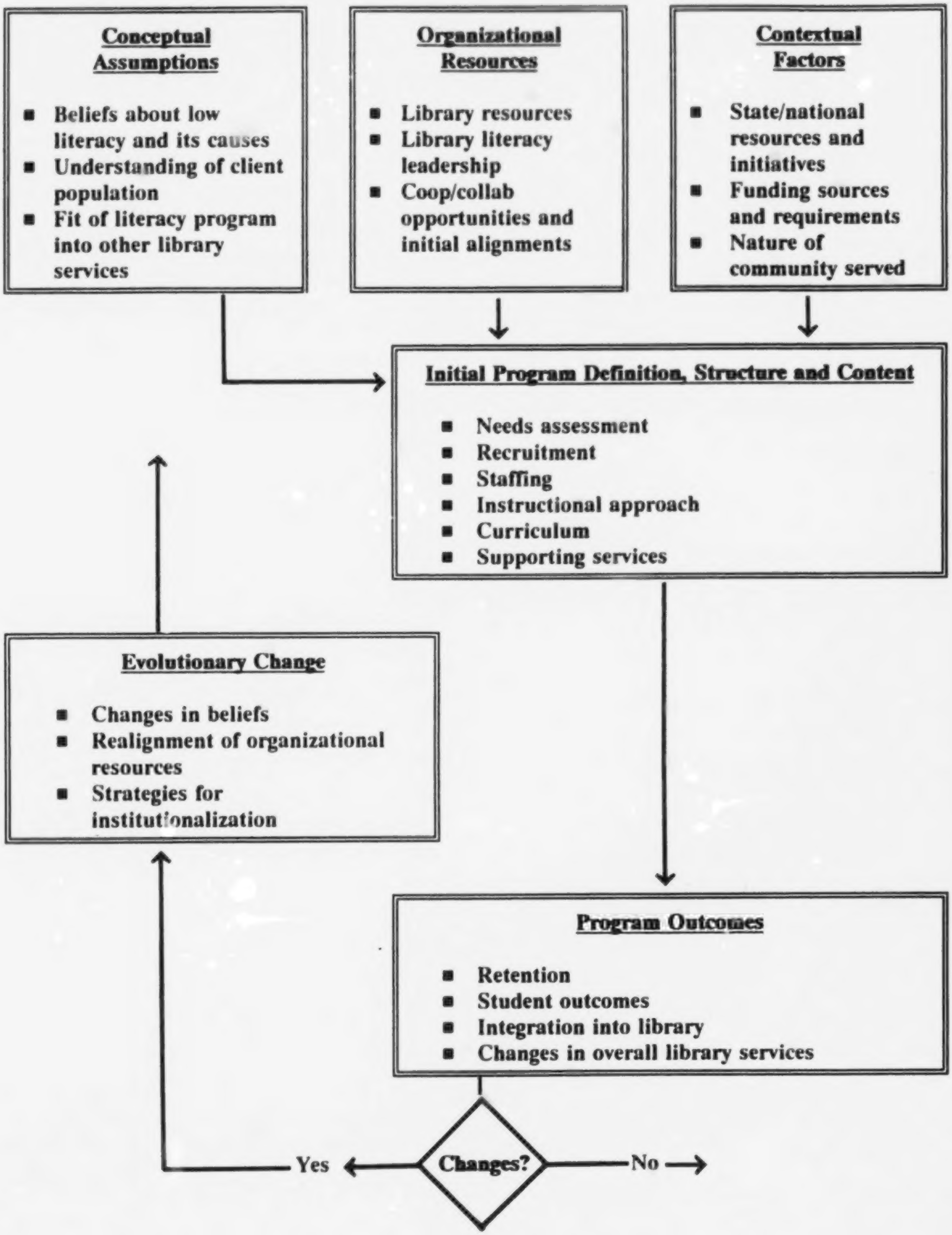
The literature is replete with information on literacy programs in general and on library literacy programs in particular to support those beginning new programs. Yet most of the information consists either of statistical data from surveys, brief narratives on the scope and extent of library literacy programs, or prescriptive lists of practices.[4] These lists of necessary program components[5] or general, positive descriptions of programs seldom provide an analysis of the significant themes faced by those running them as they nursed them into life, or of the difficult tactical decisions and compromises that have had to be made to keep the programs alive and effective. It is this gap that this study begins to address, using information from selected mature library literacy programs.

Study Framework and Discussion of Themes

The conceptual framework around which the study was organized is depicted in Figure 1. It was based on a overview of literacy and selected library literature.

Assumptions (both explicit and implicit), organizational resources and contextual factors determine the initial definition, structure and content of the program. Within these three organizing structures are the themes that the study addressed. Both formal and informal program evaluations provide information to reflective staff that result in the program's evolution, either through the confirmation of original beliefs or their modification. We found limited evidence of formal program evaluations. Consequently, evidence of the ways in which these themes have played themselves out was gathered from planning and program documentation, interviews with library staff, program staff, and clients. The themes on which we chose to focus were:

Figure 1: Conceptual Framework for Study of Library Literacy Programs


Conceptual Assumptions
Beliefs about low literacy and its causes
Understanding of client population
Fit of literacy program into other library services
Organizational Resources
Library resources
Library literacy leadership
Coop/collab opportunities and initial alignments
Contextual Factors
State/national resources and initiatives
Funding sources and requirements
Nature of community served
Initial Program Definition, Structure and Content
Needs assessment
Recruitment
Staffing
Instructional approach
Curriculum
Supporting services
Evolutionary Change
Changes in beliefs
Realignment of organizational resources
Strategies for institutionalization
Program Outcomes
Retention
Student outcomes
Integration into library
Changes in overall library services
Changes?
Yes
No

- library and literacy program leadership's beliefs about literacy and the cause of low levels of literacy;
- library and literacy program leadership's understanding of the client population and the relationship between the program and its clients;
- the extent to which the literacy program "fits" into the mission of the library and how this contributed to institutionalization of the literacy program; and
- the nature and impact of the cooperative and collaborative relationships between the library and other service providers of the adult literacy program.

These factors cannot be considered in isolation from the organizational resources that the library is able to bring to the adult literacy program or the contextual factors that influence, support and limit it. We assumed that the libraries might have a very limited amount of professional time to redirect towards literacy services or limited space that could be used for instructional purposes. Funding sources, we speculated, would restrict the nature of the literacy program, or the configuration of adult education services within the community either limit or promote collaboration. These other factors, we assumed, would be of secondary interest for the purposes of this study because they are less amenable to short-term change on the part of planners than are the conceptual assumptions on which planners base their programs. We found that libraries and literacy program staff were more likely to document changes in these factors than to record changes in their beliefs about literacy and low literates.

Library and literacy program staff function within an organization that may be more or less predisposed to change. Shoham[6] distinguishes between innovative organizations whose salient characteristics are that they are in a continuous state of development, searching for new marketing opportunities, focusing on marketing and willing to change to facilitate rapid response to the environment, and non-innovative organizations that do not exhibit these characteristics. The libraries on which this study is based all fall into the category of innovative organizations. It is the approach of library leadership, primarily that of the library director, that made them innovative and fertile ground for literacy programming.

Conceptual Assumptions Underlying Implementation of the Program

Conceptual Assumptions

- Beliefs about low literacy and its causes
- Understanding of client population
- Fit of literacy program into other library services

This section consists of a discussion of the range of conceptual assumptions about low literacy and the place of literacy programs in libraries that impact library literacy programs.

Program Leadership's Beliefs About Low Literacy and Its Causes

Adult literacy programs are shaped by many factors, including program designers' beliefs about the nature of literacy and causes of functional illiteracy; beliefs about the skills required to function as a literate person in this society; their practical experience with the client population; and pragmatic considerations of the resources available for the program. The initial program configuration is subsequently modified in response to the needs of the program's initial participants, as well as the perceptions and needs of its staff and tutors.

The following is a brief review of research perspectives that provided a framework for analysis of the possible range of assumptions about the causes of low literacy. Michael Fox[7] suggests:

> In reality, illiteracy should be viewed as a continuum of undereducation, stretching from those who cannot read and write at the low end to those who have less than a high school education at the high end. Particularly at the low end of the continuum, low literacy cannot be isolated from a number of other factors -- poverty, unemployment, welfare, dependency, racial discrimination.

Hunter & Harman[8] identify four commonly held understandings of the causes of low literacy: failure of the schools; need to change the field of adult education; an inadequate educational system that does not provide for life-long learning, and a fourth; "education mirrors and perpetuates the social and economic ills of the society as a whole and depends on society's goals for its direction."[9] The first, failure of the schools, and a variation of the fourth theme predominate in today's thinking on the topic.

When illiteracy is seen as a failure of the schools, then the needs of the illiterate population can be met through academic tutoring alone. Many of the literacy initiatives of the 1980's are based on this belief. School-based curricula are delivered either by minimally trained volunteer tutors, or adult education classes in which the curriculum focuses solely on remedial reading, writing, and perhaps computation skills. Those who take this view assume that gains in reading and other basic skills will provide participants with the tools they need to function effectively in a literate society. Their programs tend to treat students they serve as a relatively undifferentiated group (in terms of the educational and social issues), with skills that can be pre-defined. When this belief prevails the logistics of program organization (when people can take tutorials, for instance), is the primary issue to be addressed through a needs assessment.

Researchers point out that schools may have failed with one segment of the low literate population because they did not have the capacity to respond to special needs. These special needs are seldom considered by mainstream adult literacy programs and cannot be met through traditional volunteer programs. For instance, Keefe and Meyer[10] report that a significant proportion of those adults reading below the level of the average eight-year-old have learning disabilities and poor vision compounds the reading problems of over 80% of poor adult readers. These findings suggest the need for access to qualified professionals who can modify instructional approaches and materials to meet the needs of illiterates within the population or provide them with corrective lenses.

The nature and content of a literacy program will be significantly different when a social or economic explanation of literacy is embraced. Hunter and Harman argue that "Research suggests that poverty and the power structures of society are more responsible for low levels of literacy than the reverse. For most persons who lack literacy skills, literacy is simply one factor interacting with many others - class, race and sex discrimination, welfare dependency, unemployment, poor housing, and a general sense of powerlessness."[11]

Friere, an early and radical advocate of this conceptualization, emphasizes simultaneous instruction in reading and personal empowerment. He considers illiteracy, "one of the concrete expressions of an unjust social reality ... [It is] not strictly a linguistic or exclusively pedagogical or methodological problem ... It is political .... Literacy [is] ... a process of search and creation ... to perceive the deeper meaning of language and the word, the word that, in essence, they are being denied."[12] This end of the continuum of views of the causes of literacy is also reflected in the world of library literacy. In their survey of library literacy programs, Zweizig, Robbins & Johnson discuss the intersection of social and economic factors that correlate with literacy.[13]

The definition of what it is to be literate in this society has changed in response to societal needs, and the criteria applied to assess literacy skills tend to reflect both a diagnosis of the causes of illiteracy and the perceived needs of the society as a whole. Breivik and Gee[14] call for a redefinition of literacy to include information skills. Those with low literacy skills often do not have the capacity to clearly define the information they need in terms that enable them to access the library, and without assistance are cut off from its resources. At the most basic level this assistance could consist of teaching tutors to help clients make use of library references to solve every-day needs for information.

Of particular interest are the images and assumptions that underlie the program and the way they have been modified or confirmed over time. The images and metaphors used to inform our understanding of the world are powerful tools and limiters, the implications of which are often not consciously held. Metaphors may reveal unspoken beliefs about the nature of the problem of illiteracy and explain the configuration and content of programs we observe. Darling, for instance, states that, "Literacy is not like pregnancy."[15] It is not something that one either has or does not have, but reflects a continuum of skills and capacities to cope in this society. Fingeret & Jurmo (1989, p. 10)[16] report that Wallace (1965) summarized a view used in a training text that continues to hold sway amongst some literacy providers: "The mind of an illiterate person is like an unplanted seed. Inside the shell, there is a germ of life waiting to be awakened and quickened." Is illiteracy defined as a disease that can be eradicated, or, as is currently popular, are the images used to define the program based on wars: is it an enemy to be fought? For instance, a library manager described literacy as a disease and advocated separate facilities for low literates that provided the atmosphere and materials they needed. This fits the medical model of isolation of contagious patients.

Alternatively illiterate adults may be thought of as children. Do the developmental hierarchies that have served as a theoretical basis for the education of young children inform the way decisions are made about services to adult learners? Scribner and Cole[17] claim that this presupposition implicitly or explicitly informs the great majority of literacy programs despite the fact that it is refuted by the research demonstrating that adults with poor reading skills often compensate by developing other skills for coping in their daily lives that they would not have if at the developmental stage of a child with their reading ability.

Program Understanding Of, and Relationship To, the Client Population

Assumptions about the nature of literacy influence the library literacy program's definition of the needs of its client population. Consequently, it is impossible to completely isolate this issue from the one just discussed. The demographics of the community in which the library is situated will also allow for a rough initial definition of likely participant needs. Zweizig, Robbins and Johnson, for instance, define the measure of illiteracy for their study as "a composite of four community variables: *English as a second language population, ethnic diversity, level of educational attainment, and poverty level.*"[18] That part of the population that consists of the intersection of these variables is an obvious target for any literacy program, and some immediate decisions can be made about their likely needs based upon the demographics of the particular community.

The capacity to understand the specific needs of clients requires an almost herculean effort in listening, imagination and asking the right questions. In a study of "resisters" amongst the functionally illiterate, Quigley states that, "A growing number of researchers...have found that cultural and value change is the primary goal of traditional ABE rather than education based on learner needs,"[19] and this orientation is reflected in library literacy literature. In a recent article, for instance, Marcum and Stone[20] equate library literacy programs with "Americanizing" immigrants. Yet libraries also exhibit sensitivity to this issue and to the costs that literacy may bring with it. Lyman says:

> We are so devoted to the concept that literacy is a good thing for everybody that we forget what happens sometimes when people gain their literacy and what devastation it is to a family. We know that illiterate people are often dependent on someone else. Husbands depend on their wives who are more literate; some business people who are very successful depend on their secretaries. When those things change, what happens? That's one reason we've found in early studies that many husbands didn't want their wives to learn to read and fathers didn't want their children to."[21]

Lipsman points out that when libraries serve the disadvantaged, a superficial understanding of the client population and goodwill do not suffice:

> Several cities have chosen as outreach workers young, white, college-educated females, perhaps with VISTA or Peace Corps experience. Despite the talents, creativity, and sympathy of these young women, the possibility for effective relationships between them and the community are often substantially diminished because they really lack adequate personal or professional status [as perceived and defined by the local community in which they are working]. In the absence of that, black communities would prefer to interact with black workers, and Spanish-speaking with the same.
>
> It is not enough, however, to be the right color or speak the right language. Another part of community involvement is the library's ability to accept and respond to social issues of importance to the community, even when these may be controversial.[22]

If libraries are able to create effective relationships with their client population, they may have a special role to play in providing literacy services.

Since their origins in this country public libraries have regarded themselves as organizations with a strong commitment to community service. Traditionally their orientation has been to identify information and materials the local community needs and wants and, to the extent that their resources allow, make these available for use by a public consisting predominantly of independent users of those resources. Reference librarians are usually available to guide users in their search for information, but even they are oriented towards responding to specific requests rather than initiating instruction. Children's librarians have been most oriented towards providing active programming such as story telling, movies, and in some instances, bibliographic instruction. Yet these kinds of services tend not to be highly regarded among librarians as a whole.

The library service orientation is reflected in the types of literacy services most commonly supplied by libraries. These include collections for new readers, the development of bibliographies and other materials for literacy programs, and the provision of space for classes or tutoring offered by other organizations. Active involvement in literacy programming through the provision of tutoring or other services requires a shift in orientation and the use of new and less familiar skills, ones which may require the development of new awareness to the sensitivities and needs of those who are not traditionally library users.

On the other hand, the librarians' history of dealing with independent, largely self-sufficient users may be a source of strength with some populations. It contrasts significantly with those literacy programs that draw on staff and materials from public education, and are housed in schools. These often reflect practices and traditions which have previously been unsuccessful in educating clients of literacy programs. There may be some new perspectives that libraries bring to literacy programs that are particularly effective.

There is a continuum of possible program relationships with clients. At one end of the continuum of possible program-client relationships, learners have no control other than to choose to participate or not. Alternatively, literacy programs have experimented with varying levels of participation. Jurmo[23] lists the following levels of learner participation in adult literacy programs:

1. Learners have greater degrees of control, responsibility, and reward vis-a-vis program activities.

2. Learners are consulted for some input into the instructional or management process.

3. Learners cooperate with the rules, activities, and procedures developed by program staff.

4. Learners are physically present in the program.

Once again, assumptions made about the nature of the client population, assessments of the interests and needs of the client population, and the goals of the program all impact the nature of the program/client relationship. Fingeret[24] states that, "The image of non-reading adults as fundamentally incompetent is imbedded in conventional wisdom. Many educators say that participatory practices are theoretically appealing but impractical because nonreading adults are not capable of participating more actively in programs."

Fit of Literacy Program Into Other Library Services

Lyman asks, "Can any library - operating as efficiently as possible and making full use of all its resources in the operation of its present program - afford to initiate, improve, or expand a literacy program?" Her response:

> The answer is that the libraries of the United States have no choice. They exist to make it possible for the people they serve to have access to the information they need to survive and to the records of the past and the creative thinking of others, which they need for substance and guidance in the pursuit of the satisfaction of living. Any person who cannot read competently has no such access.[25]

The extent to which libraries and library boards decide that this response is central to their operational mission will determine the library's degree of involvement in literacy activities and the adult literacy movement. It will also influence the degree of effort that libraries are willing to devote to maintaining a literacy program once the initial funding cycle of an external grant has ended.

The literature on institutionalization, which can be defined as, "the organization's continued reliance on the change and durability of its effect,"[26] suggests that new programs or changes remain in place because they re-orient the organization to its mission or help it improve its capacity to carry out its mission. We found instances where the literacy program had helped the library reinterpret its mission. The mission may, of course, consist of an explicit written statement or be expressed implicitly in the way in which the library commits its resources. "On the other hand," say Connor and Lake,[27] "changes do not take hold or persist when they are ill-conceived solutions to poorly understood problems, delivered without adequately recognizing the cogent factors at work." This implies that unless libraries conceive of the active promotion of literacy skills as central to their mission or of a lack of literacy skills as a significant and continuing hindrance to their mission, and determine that the provision of those skills promotes their mission, the literacy program is likely to remain a vulnerable appendage. Long-term change is achieved when one or more leaders reinterpret the way in which an organization's mission is operationalized.

The task of reinterpretation, as with any demanding task that is not historically at the center of the organization's mission as interpreted by both its staff and the wide community, is never done. Persuading individuals of the need for any given program requires commitment, skill, and often courage.

The Organizational Resources Committed to the Library Literacy Program

Organizational Resources

- Library resources
- Library literacy leadership
- Coop/collab opportunities and initial alignments

This section briefly describes a range of organizational resources to be considered in planning a library literacy program. These cover both those within the content of the library and those that can be obtained through cooperation and collaboration with other organizations.

Library Resources Committed to Serving Clients of the Library Literacy Program

Library resources consist of both materials and personnel. The extent to which the target population of the literacy program is served by the library as a whole and the extent to which the existence of the literacy program has influenced the commitment of resources to serve their needs is an indicator of whether serving low literates has become part of the library mission. Questions that libraries need to address include the following. To what extent does the library provide books for new adult readers, where are they located, and are new readers isolated or integrated into the life of the library? Are other information sources made accessible to them? If the target population includes ethnic groups distinct from those for whom the main library collection serves, are books purchased for these ethnic groups, and to what extent do magazine or journals purchased by the library reflect the tastes of the client group? Are audiovisual materials and software purchased with the same group in mind, and are they made readily accessible to those in the target population? Are there innovative and successful ways in which this has been carried out.

Materials may also be purchased with tutors or teachers of the literacy program in mind. Do these exist, how well used and appropriate are they? To what extent has the library been willing and able to commit resources other than those from grants for literacy for this purpose, or has the library been the provision of appropriate space or modification of the library environment to increase access to the target population? Libraries with ongoing literacy programs may have discovered effective and perhaps inexpensive approaches to creating a climate conducive to clients of the literacy program.

The climate in the library is primarily created by its staff. Another set of questions need to be addressed. Do library and literacy program staff have the skills needed to serve the literacy program client population, and if not, do they receive training in how to do so? This may include training for reference staff in how to serve the information needs of the client group or in awareness of the ways in which the cultural traits of the literacy program client group differ from patrons the library staff have been used to serving. To what extent are literacy program staff considered members of the library organization?

The Nature of the Library Literacy Program Leadership

The commitment and vision of individual leaders plays a dominant role in implementing literacy programs. In addition, initiation of cooperative or collaborative relationships between organizations to provide the resources required for an integrated set of services to literacy clients tends to depend initially upon trust emanating from personal connections. Thus in the early stages of development of a library literacy program the skills and commitment of one or more leaders tend to be crucial. Whether the program comes to be regarded as a central element of the services of a public library appears to depend upon the extent to which its leaders understand the administrative, financial and power structure within which the library functions and are able to convince those responsible for ongoing oversight of the library that the program is central to its mission.

The Impetus for, and History of, Using Interorganizational Relationships to Provide Services to Clients of the Literacy Program

By its very nature, provision of library programming by a library requires interaction with institutions outside the library, the most obvious being educational organizations. In addition, the definitions of the causes of low literacy mentioned in the previous section imply that comprehensive literacy services extend beyond the provision of instruction to a range of economic and social services that cannot be delivered by a library, which therefore establish relationships with other agencies. Nickse[28] lists a series of strengths and challenges in program implementation for family library literacy programs (see page 72). Several of them explicitly or implicitly hint at the need for development of the interorganizational relationships.

There are also reasons for being wary of commitments to relationships that extend beyond cooperation. Darling[29] argues that it is not enough to simply put pieces of existing programs together and coordinate existing services. Those recruited for literacy programs are likely to face daily crises that may require access to drug or alcohol counseling, family therapy or housing. A successful response to these problems requires a team approach, and consequently individual parts of a program must be integrated into a whole. This, she argues, should extend to collaborative funding. There are, however, also reasons for being wary of commitments to relationships that extend beyond cooperation.

Figure 2: Strengths and Challenges in Program Implementation for Family Library Literacy Programs

STRENGTHS	CHALLENGES
- large collections of books for children and adults	- need for new kinds of staff with knowledge of children's and adults' literacy development
- community-based sites in "neutral" territory	- sensitivity to and awareness of cultural differences
- informal programs that supplement school-based literacy objectives	- increased outreach to communities
- professional staff familiar with children's and adults' literature	- selling the concept of the library's role in community development of literacy
- image as community liaison resource	- maintaining workable coalitions with adult basic education, schools and agencies
	- implementation problems
	- recruitment and retention
	- lack of evaluation expertise and funds

Weiss begins an analysis of cooperation between public agencies by stating, "Cooperation is costly and therefore unlikely to occur. There are, of course, potential benefits from cooperating. But the benefits ... can only be realized if agencies are willing to bear the costs first. ... The barriers are formidable because they stem from the fundamental properties of organizational systems."[30] In this instance the term cooperation is used non-specifically and collaboration or coordination would be more appropriate. The term collaboration is popular in literacy circles, and the research literature makes useful distinctions between each:

> "Cooperation, coordination and collaboration constitute a hierarchy or pyramid. Cooperation, at the base of the pyramid, is the least complex and is characterized by informal relationships that exist without any clearly defined structure. Participants retain their autonomy, resources are not pooled, power is not shared, and interactions are episodic. Coordination - at the middle level - is more complex and is characterized by the sharing or exchange of some resources by participants. Typically bilateral, coordination occurs between two groups that come together around a specific task or program. Collaboration - at the apex of the pyramid - connotes a more durable and

pervasive relationship than either cooperation or collaboration. Collaborations bring previously separated organizations into a new structure that transcends individual or episodic interactions. Such relationships require greater sharing of resources, joint and comprehensive planning, and the sharing of power and authority."[31]

Contextual Factors Influencing the Library Literacy Program

Contextual Factors

- State/national resources and initiatives
- Funding sources and requirements
- Nature of community served

State and Regional Resources and Initiatives

The complete stories of library literacy programs cannot be told without referring to the national and state initiatives that have been so influential in promoting the recent surge in literacy programming, some of which have been accompanied by grants. The other key contextual variable is the community of which the library is part.

The recent increase in literacy activities has been sponsored by numerous national and state initiatives. Some have focused on awareness, others have provided provider information networks, access to skills, and to instructional approaches. The National Partners for Libraries and Literacy Program, for instance, links the American Library Association (A.L.A.) with 61 national organizations.[32] The A.L.A. also coordinates the Coalition for Literacy. Organizations such as Laubach Literacy and Literacy Volunteers of America provide distinct instructional approaches and assistance in training volunteers. Several states, of which California is perhaps the best known example, have implemented library literacy initiatives that have generated, and provided structure to, local library adult literacy programs. It is necessary to take into account the impact these initiatives and their accompanying resources have had on local programs.

The Change Process in Public Libraries Integrating Literacy Programming

Revised Conceptual Framework

The research just discussed was used to construct research questions for the study. While the majority of the questions yielded useful information and revealed patterns across sites, some themes emerged that had not been considered prior to the site visits. As a result a reconceptualized notion of the change process that occurs in public libraries when they integrate library literacy programming emerged from our site data. This reconceptualization, which comprises a series of phases that cycle into each other, is shown in Figure 3.

In the first phase, a library with a relatively fixed definition of programming, services and relationship to the context within which it functions, with relatively stable staffing, and a low level of internal paradox and conflict about the nature of its services, is moved into a period of heightened questioning of its purpose. This may occur through the injection of new leadership or through some external impetus. If the change results in increased dynamic tension within the library that is channelled into review of the library mission, there is a chance for significant change. Examination and change of the library mission of necessity includes a redefinition of the way in which the library relates to its community and other organizations that comprise the context within which it functions. The presence of a champion for literacy services and emerging support for literacy services by the library board or some other steering body increases the opportunity for integration of literacy programming into the library.

In the second phase, organizational, programming and staffing changes resulting from reinterpretation of the library mission bring new perspectives and expertise to the library. They also require new relationships between the library and its environment, not the least of which is a search for funds for new programming. A needs assessment brings new knowledge of potential client groups, and resulting planning requires reallocation of resources. At this point the extent to which literacy services are likely to become integrated into library programming is dependent on the library's definition of its mission.

In the third phase, interaction between library staff, and between staff and new clients of the library continue to bring learning that modifies or confirms the beliefs held by library staff and requires continued reallocation of resources or continued search for additional resources. The relationship between the library and its environment is changed, and a new set of dynamics created. This process establishes a series of cycles that, if the capacity for dynamic tension is maintained, lead to evolutionary change of the library.

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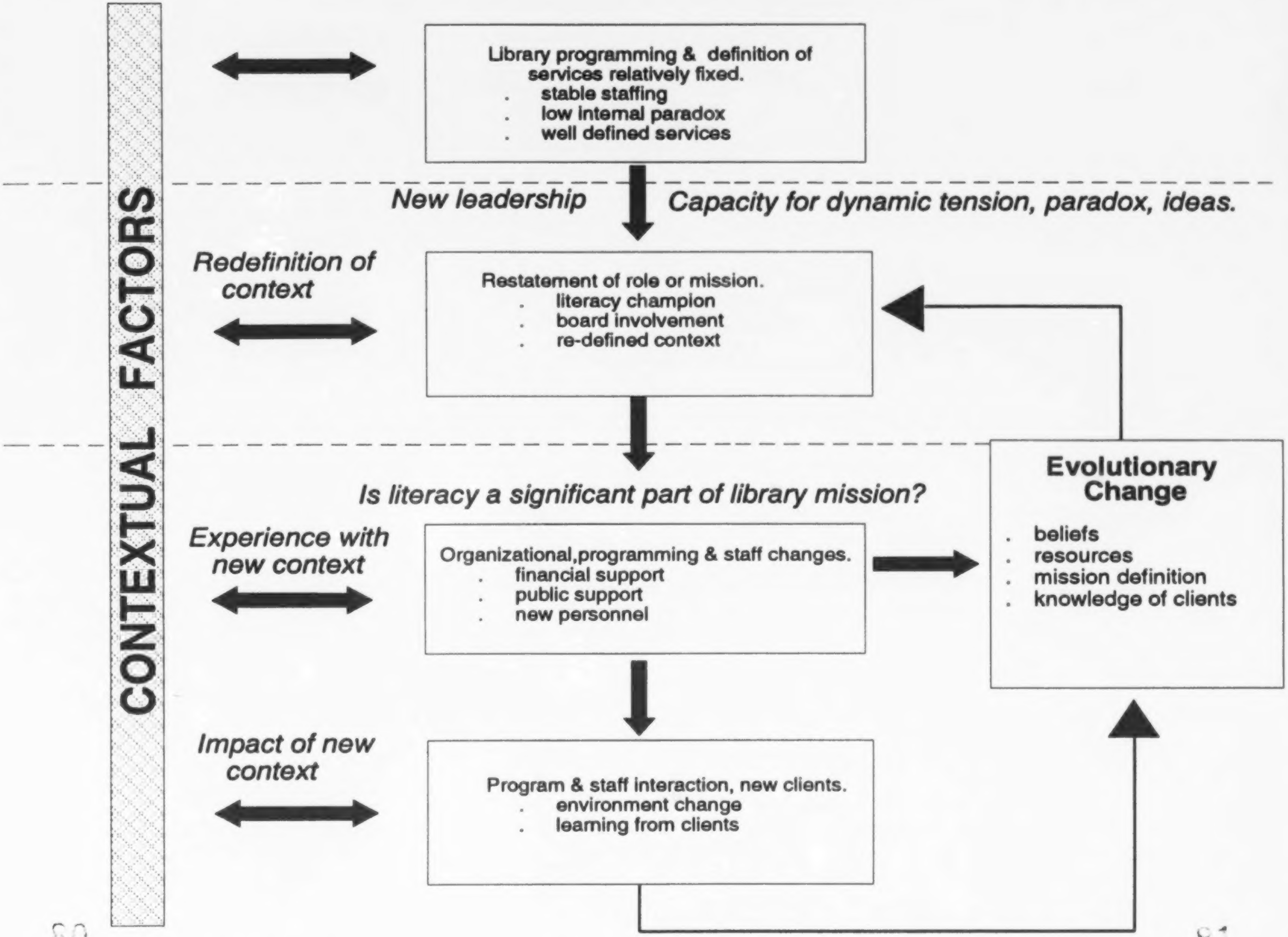
Figure 3: Framework for Change Process in Public Libraries Integrating Literacy Programming


CONTEXTUAL FACTORS
Library programming & definition of services relatively fixed.
. stable staffing
. low internal paradox
. well defined services
New leadership
Capacity for dynamic tension, paradox, ideas.
Redefinition of context
Restatement of role or mission.
. literacy champion
. board involvement
. re-defined context
Is literacy a significant part of library mission?
Experience with new context
Organizational,programming & staff changes.
. financial support
. public support
. new personnel
Evolutionary Change
. beliefs
. resources
. mission definition
. knowledge of clients
Impact of new context
Program & staff interaction, new clients.
. environment change
. learning from clients

Study Approach

Introduction

The following section describes the development and implementation of this study of public library adult literacy programs. It covers the creation of a conceptual framework and lists the initial list of research questions developed for the study. It then describes the three phases of the site selection process: site nomination, telephone collection of additional data from selected sites, and thirdly selection of study sites and alternates based on this information. Finally, it briefly describes site visit data collection procedures and the data synthesis process.

Development of a Conceptual Framework and Research Questions

The conceptual framework around which this study was developed is the one that has just been described. This served as the basis for review of the proposal by an expert panel consisting of librarians, and literacy and library literacy researchers, and was followed by the development of research questions that addressed contextual factors shaping the literacy program, the formulation of the literacy program, its implementation, impact, and planning for the program's future. On the following three pages are the questions that were developed to guide the study.

Figure 4 summarizes the data sources from which information on each of the research questions was to be sought.

Literacy Program Study Research Questions

CONTEXTUAL FACTORS SHAPING THE LITERACY INITIATIVE/PROGRAM

Larger Environment

1. What aspects of the larger environment facilitated or inhibited the formulation and implementation of the literacy initiative/program?

    1.1 What effect did state or community initiatives and the nature of the surrounding community have on the initiative? Aspects of the environment to consider:

    culture and social structure, particularly as it pertains to views of illiteracy;
    other key players/groups/organizations in the community concerned about illiteracy; and
    formative historic experiences.

    1.2 What community, state, and national resources or institutions (including information from other library literacy initiatives) were available and how did they shape the initiative/program? Types of resources to consider:

    financial
    knowledge/materials
    policy

Immediate Environment

2. What is the organizational and funding framework within which the library functioned and what impact has it had on the literacy initiative?

3. What was orientation of the library and its staff toward serving the community and how did this orientation influence the development of the literacy initiative?

    3.1 Who in the community did the library define as its clients?

    3.2 How pro-active was the library toward responding to the needs of the surrounding community?

FORMULATION OF THE LITERACY INITIATIVE/PROGRAM

4. Who or what was the immediate cause of the decision to plan a library literacy initiative/program?

    4.1 What was the role of one or more individual's personal commitment or expertise in its initiation?

5. What was the process used to formulate the initiative/program?

    5.1 Who participated in the development of the initiative/program (both from within the library and the community)?

    5.2 What was/were the perceived problem(s) that could be solved by the literacy initiative/program?

    5.3 What assumptions were made about potential clients and what data was collected about their needs? How was assessment done?

    5.4 How were planning deliberations conducted (e.g., committee meetings, assigned to one staff person, administration wrote proposal in response to RFP and sought community support).

6. What was the substance of the initial plans for the initiative/program?

    6.1 How was the initiative presented (e.g., a program to increase reading skills of low-literates, teach English, reduce illiteracy, increase use of the library, change the library to be more responsive to the needs of the community). What language was used to present the program?

    6.2 What were the key elements of the literacy initiative/program as it was initially conceived?

IMPLEMENTATION

Initiation and Change

7. Who in the library was responsible and involved in implementing the program and what did they do?

8. What is the chronology of critical decisions and events in the implementation of the program, and how have they been managed?

9. What have been the major issues faced during the change process and how have they been coped with (e.g., attitudes/skills of staff, ability to work with other organizations, resources, changes in library operating procedures).

10. With what organizations and groups has the library collaborated to provide services to low literacy clients?

    10.1 Who took the lead, how is the arrangement currently managed, and what is the history of the current collaborative arrangement?

    10.2 What resources do each participating organization/group contribute or exchange (e.g., client referrals, financial resources, in-kind resources such as staff, expertise, facilities)?

    10.3 What were the incentives and barriers to cooperation? How were the barriers overcome?

11. Who were the program's initial clients, how were they recruited, and what were their needs?

Status of Implementation

12. What are the key characteristics of the literacy initiative/program as it currently operates in terms of:

    purpose
    governance (including influence of low literates)
    core services/activities
    support services
    target population
    instructional approach/curriculum
    linkage to surrounding community
    integration into library operations
    funding
    staffing
    collaborators

13. What are the key characteristics of those currently participating in the program and how many participants are there?

14. Are there other outreach programs that have been developed as an extension of the adult literacy program or in response to the mission or philosophy that served as the basis for the adult literacy program?

IMPACT

15. How successful is the literacy initiative/program?

    15.1 How is success defined by the community, the library, and low-literate clients?

    15.2 How has success been evaluated?

    15.3 To what degree has it been achieved from each of these perspectives?

16. What were the principal alternative assumptions and beliefs about low literacy and its causes held by the library board members, library staff, and literacy program staff prior to the initiative and how have they changed?

17. Has experience with the program changed the way the initiative is understood and practiced, and if so, how?

18. What was the library like prior to its involvement in literacy education and how has it changed? Key characteristics to be examined include:

governance (including influence of low literates)
mission and "change orientation"
staffing (hiring practices, organization and roles, status of any staff working with low-literate clients, skills of staff in working with low-literate clients)
facilities (including symbols and images) and facilities use
technical services
reference services
collection development
children's services
special services (including literacy-related)
sources of funds and allocation of resources
relationship to community (including types of collaborative relationships)
materials purchases
public relations and outreach

19. What are the characteristics of current library users and what library services do they use (particularly low-literate clients)?

20. What has been the impact on the literacy program clients?

THE FUTURE

21. What are the primary issues that the library now faces that relate directly to the provision of services to low-literacy clients?

22. In what ways does the library intend to improve or expand its services to low-literacy clients?

Figure 4: Summary of Data Sources for Responses to Research Questions

Data Source/Question	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22
Telephone interview	X	X	X	X	X				X	X		X		X	X			X				X
Library staff interview(s)	X	X	X	X	X	X	X	X	X	X		X	X	X	X	X	X	X	X	X	X	X
Literacy program staff interview(s)	X	X		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X		X	X	X
Program client interview(s)	X		X						X		X		X	X	X		X	X				
Board member interview(s)	X	X	X	X			X	X	X				X	X	X	X	X	X	X	X	X	X
Collaborator interview(s)	X		X		X			X	X	X	X	X	X	X	X	X	X					
Library funding agency interview	X	X							X												X	
Library document review		X	X					X	X						X			X	X	X		
Literacy program document review					X	X		X	X		X	X	X		X	X	X					

Site Selection

The conceptual framework served as the basis of selecting nominations for programs to be studied. A letter was written to all Chief Officers of State Libraries briefly describing the project and soliciting their assistance. They were invited to nominate public libraries delivering direct services to literacy program clients that they considered were well established and particularly successful. In addition they were requested to nominate only those library literacy programs that met the following criteria.

- The literacy program had been in existence for at least three years and had continued beyond the period of an initial grant if an outside funding source was used to initiate the program.
- The library was cooperating or collaborating with other organizations in the provision of services to the clients of the literacy program.
- The library had been engaged in a planning process that took into consideration potential clients and the resources they needed, other community organizations that provided literacy services, and the ways in which the literacy program could be integrated into overall library services.
- The library provided a range of support services for the literacy program and helped clients make use of the library as an information source.
- The library was open at least 30 hours per week, had a staff of at least two, and served a population of no more than 100,000.
- There had been some systematic attempt to evaluate the impact of the literacy program.

If recipients of the letter did not wish to nominate sites themselves, they were invited to send the nomination information to sites that might be interested, who were permitted to nominate themselves directly. Sites that were not consulted in the initial nomination process were consulted by RMC Research to determine whether or not they were willing to be considered for study. The request for nominations was confined to a single channel as the study could only deal with a limited number of sites, and a more extensive search might have provided an embarrassment of possibilities.

Sixty eight library literacy programs from twenty two states were nominated. Where information on the nomination forms was incomplete, literacy program directors were called to obtain the necessary data. Information on the extent and nature of site program offerings provided on the nomination form was then used to select 24 library literacy programs from which further information would be sought by telephone interview.

The pre-established criteria for selecting sites for study were violated in two respects. Telephone interviews revealed that it would not be possible to select sites at which there had been a systematic evaluation of the whole program, and that the collection of data on isolated aspects of program performance would have to be accepted. Despite their interest, the literacy programs that were nominated had other priorities and did not have the resources for comprehensive evaluations. The study advisory panel also recommended the inclusion of one program in a library system that served a population of over 100,000. The limit had been put in place because of the limited size of the study, yet to have retained this restriction would have eliminated some of the most established and innovative library literacy programs in the nation, and although the criterion was included on the request for nominations, many of those nominating programs chose to ignore it.

The locations and a summary of the characteristics of the programs selected for phone interview because the nomination information indicated they met the criteria established for the study selected is shown in Figure 5.

Figure 5: Phone Interview

SUMMARY OF PROGRAMS SELECTED FOR CALLING

Name	State	N.E.	S.E.	S.W.	West	Mid-West	Urban	Sub urban	Rural	Staff Nos.	Client Nos.	White	Other	ESL	Year Began
Columbus	NE					✓			✓	1	225	80%	20%	20%	1981
Lowell	MA	✓					✓			1	60			0	1983
Tuskegee	AL		✓						✓	1	14		100%	0	1986
Patterson	NJ	✓					✓			7.5	60			40%	1987
Longview	WA				✓		✓			1.5	98	88%	12%	12%	1987
Americus	GA		✓						✓	.25	90	20%	80%	10%	1972
Elmsford	NY	✓					✓	✓		?	?		100%	High	1979
Springfield	MA	✓					✓			2	45			20%	1987
Yreka	CA				✓				✓	4	35	60%	40%	10%	1984
Redwood City	CA				✓		✓	✓		2.5	100	21%	79%	10%	1987
Meriden	CT	✓					✓	✓		3.5	500	49%	51%	45%	1985
Rome	GA		✓				✓	✓	✓	1	103	40%	30%	10%	1986
Athens	GA		✓				✓			2	75	12%	88%	64%	1987
Broward County	FL		✓				✓	✓		14	550	40%	60%	20%	1980
Boulder	CO				✓		✓	✓		1.75	94	85%	15%	6%	1986
Duluth	MN					✓	✓		✓	.75	90	91%	9%	2%	1987
Waukegan	IL					✓		✓		2	804	44%	56%	21%	1987
Anderson	IN					✓	✓			3	270	?		7%	1985
Canton	OH					✓	✓	✓			2000+	90%			1985
Poteau	OK			✓					✓	1	145	69%	31%	5%	1985
Altus	OK			✓				✓	✓	1	73			33%	1985
Belen	NM			✓					✓	.5	15		90%		1989
Taos	NM			✓					✓	3.25	23	10%	90%	0%	1989
Bergenfield	NJ	✓						✓		.75	59	10%	90%	100%	1980

The library director or literacy program director (in some instances they were the same person) at each site was then interviewed at some length and asked questions about the library and literacy program. These addressed:

- the origins of the literacy program;
- the community in which the library was located;
- the key components of the literacy program, major issues that the library and literacy program staff had faced over the life of the program;
- ways in which the literacy program had lead to other outreach programs by the library;
- how the library itself had or had not changed since the literacy program had come into being;
- plans for changes in the literacy program or its services; and
- descriptions of any organizational relationships that involved true collaboration.

Respondents were called to set a time for the interview and then mailed a complete list of questions (see Figure 6) so that they had time to prepare for the discussion.

Figure 6: Library Literacy Programs Study Telephone Interview Questions.

Background Information

1. How large is the library, and what is the size of the population it serves?
2. How many paid staff and volunteers are there in the literacy program?
3. What are the names of other organizations collaborating with the library in the literacy effort?
4. How long has the literacy program been continuously operating?
5. Is continuation of literacy program assured for the coming year?
6. What is your role in literacy program, and how long have you been involved?
7. Who were the program originators? Would they still be available for questions?

Program Characteristics

8. Why was the literacy program initiated?
9. What is the overall purpose of the literacy program and the specific program objectives?
10. What are the key components of the literacy program, and have these changed over time?
11. What are the roles of each of the collaborating/cooperating organizations/agencies?
12. Who is the program's target client population and what are their needs?
13. Approximately how many clients is the literacy program currently serving, how frequently, and how long on average do clients remain in the program?
14. To what degree has the library itself changed as a result of the literacy program?
15. How does the library evaluate its services generally, and has this evaluation been extended to evaluating services to low-literate clients? Has the literacy program been evaluated?
16. What have been the major issues faced in the life of the literacy program, and have these been resolved?

Characteristics of the setting and library

17. What kind of community or population does the library serve?
18. How is the library funded and governed?
19. What is the relationship of the literacy program to the library?

Information from these telephone interviews was put to two uses. It provided an understanding of the range of possible sites and programs about which information could be collected, and of questions that had been included in the study to which most respondents were unable to provide responses despite their opportunity to prepare. Secondly, the information provided the basis for selecting five sites (and alternates) for site visits. Sites were primarily selected because they appeared to have well developed literacy programs that were relatively integrated into library programming as a whole, because they appeared to be relatively stable, and because the staff person (or in some cases several staff) who had participated in the telephone interview was able to respond to the questions posed. Additional site selection criteria were imposed to ensure:

- a wide geographic representation;
- the inclusion of libraries that served urban, suburban and rural populations;
- the inclusion of programs serving racially diverse populations; and
- at least one program that provides English as a Second Language (ESL) services.

In no sense are those selected the 'best' five public library adult literacy programs in the United States.

Change and dissolution are a fact of life even for programs that are considered established and worthy of study by state library leadership. Of the five sites and two alternates chosen for visits, one of the sites lost its funding before it was visited, and changes at one of the alternates made it unsuitable for study.

Site Visits, Data Analysis and Reporting

Prior to the visits detailed question matrices based on the research questions were developed for use by the site visitors. Two different site visitors participated, one visiting three sites, the other two, and each spending three days at each site. Interview notes and documentation from each site, the latter consisting largely of project proposals and end-of-year reports was then digested and used by the two site visitors to isolate emergent themes round which Part I of this report is structured. Part II of the report consists of relatively detailed descriptions of the adult literacy program and the context within which it functions of each of the sites studied in detail.

Information on each of the sites that was originally nominated provides a sense of the range and scope of public library adult literacy programs. Consequently short descriptions of each is included in Part IV of this document. The information may also provide contacts that practitioners can pursue to learn more about particular programmatic components or approaches to assessment.

Part IV: Summary Descriptions of Nominated Library Literacy Programs

Introduction

All programs that were nominated were invited to submit three paragraph descriptions or to provide RMC Research with information from which to write a brief program description. Each was restricted to three paragraphs, one that described the program's history, one on assessment tools used by the program, and that described client outcomes, and a final paragraph on program highlights that would provide an opportunity for programs to describe unique or outstanding achievements. The project advisory panel suggested that a listing of programs might facilitate communication between library literacy programs. The descriptions also provide a sense of the range of different services as well as the similarities within literacy programs across the nation.

The majority of programs responded with descriptions; some provided information from which we created descriptions. One or two elected not to participate, and some had ceased to function since they were nominated. The following consists of information from those that did respond. The resulting descriptions are intended to retain the flavor of each document we received, but each has been edited to fit the available space. The final texts were not sent back to the programs to check for accuracy, so any mistakes are ours, not the fault of the program directors.

The name of the program director at the time of printing and a telephone and address are included to facilitate communication and information seeking.

Anniston/Calhoun County
Literacy Volunteers of Anniston/ Calhoun County
Bonnie Seymour
108 E. 10th St., P.O. Box 308
Anniston, AL 36202
Tel: (205) 237-8501

Offers: ABL, Family Literacy

Client population: 30% African American
70% White

Clients served 1991: 87

Program history: Literacy Volunteers of Anniston/Calhoun County is an extension program of the Public Library of Anniston and Calhoun County. It was initiated in 1985 with funding provided by the Friends of the Library and is staffed by a part-time Literacy Coordinator. The literacy office and new reader's library are located in the main library, where tutor training takes place. Tutoring sites are available in all of the public libraries and community civic centers in Calhoun County. Literacy volunteers must complete a 15 hour workshop to become certified.

Assessment tools and client outcomes: Evaluation of the effectiveness of the program involves pre-testing every student before enrollment, using the LVA READ Test. Post-testing is done after completion of 50 hours of tutoring. If there is adequate progress, tutoring continues until the student's goals are met. Students set short-term and long-term goals which range from studying for a driver's license, writing a grocery list, reading the Bible or studying for the GED.

Program highlights: The library literacy program currently emphasizes two types of service. (1) The traditional one-on-one tutoring technique advocated by LVA; (2) A family literacy program utilizing small group tutoring called Reading With Children. This program targets parents or caregivers of children under the age of 8 who need reading assistance with children's books and is offered at five tutoring sites. Adults and children apply for library cards and are introduced to the children's department at both the main library and a branch library.

Selma-Dallas County P.L.
Becky Cothran-Nichols
1103 Selma Ave.
Selma, AL 36701
Tel: (205) 875-3535

Offers: ABL, Family Literacy

Client population:

Clients served 1991: 100

Program history: In 1987, the Library received a grant from the U.S. Department of Education to fund a literacy van that travels within Dallas County. On board are a full time ABE teacher, volunteer teacher, and a driver/childcare supervisor. The literacy van program, along with GED classes, individualized tutorials, and a family literacy program are the results of a coordinated effort between the Selma-Dallas County Public Library and the Adult Education Department at the Wallace Community College.

Assessment tools and client outcomes: One way the program has of noting a client's progress happens when the teacher/coordinator and the client agree that the client is ready to move up to the Bookmobile program.

Program highlights: The Library has had a long history of successful cooperative ventures with local public and private agencies. For instance, as a result of their relationship with Wallace Community College, they have collected and shared adult reading material, organized regular ABE classes at the main Library, and provided a tutor for the city-county bookmobile.

Macon County - Tuskegee P.L.
Macon County LVA
Annie M. Brown/Maperal Clark
302 S. Main Street
Tuskegee, AL 36083
Tel: (205) 727-5192

Offers: ABL, Family Literacy, ESL

Client population: 100% African American

Clients served 1991: 19

Program history: The Macon County-Tuskegee Public Library began its literacy program in 1986 with a seed grant from the Department of Education that funded training of 26 tutors by a certified trainer from Literacy Volunteers of America, Inc. (LVA). The library has incorporated the literacy program into its ongoing library program.

Assessment tools and client outcomes: The local Adult Basic Education director has served as an education consultant and has aided the library staff in developing its bibliography and other materials needed for tutoring. The library now has a collection of high interest, low vocabulary books for new readers. As a result of a strong public relations program, through the local newspaper, flyers, local cable television and radio, the library exceeded the number of clients originally expected.

Program highlights: One of the most successful features of the program was the fact that after the grant period ended the local newspaper provided support that has kept the library program operating. To further complement the literacy program, the library collaborated with the Tuskegee Macon County Head Start Program and has established mini libraries in each Head Start center. This has afforded every child in Head Start the opportunity to be directly exposed to books at an early age. Every child enrolled in Head Start is issued a library card and is given the opportunity to visit the library on a bi-weekly basis. Workshops promoting family literacy have been offered to parents, library staff and Head Start teachers.

Fairbanks North Star Borough Public Library
Literacy Project
Sue Sherif, Christine Hall
1215 Cowles Street
Fairbanks, AK 99701
Tel: (907) 459-1020

Offers: ABL, Family Literacy, ESL

Client population:
Asian
African American
Hispanic/Latino
Native American
White

Clients served 1991: 3,000

Program history: The Fairbanks North Star Borough Public Library and the Literacy Council of Alaska have jointly provided adult literacy instruction and literacy materials in the Fairbanks area since 1966. A federal grant supports books and materials purchase for the library literacy collection. The project coordinator promotes literacy, recruits volunteer tutors for the Literacy Council Adult Basic Education and English as a Second Language tutoring programs, and teaches at Literacy Council tutor training workshops.

Assessment tools and client outcomes: The Literacy Council assesses individual literacy student's progress. Workshop participants and local groups evaluate tutor training workshops and group presentations on prepared evaluation sheets. The public library tracks circulation statistics for the library's literacy collection.

Program highlights: At an annual Winter Children's Fair local literacy resource agencies create educational entertainment booths for over 2,000 area children. A "Resource List" describes local organizations that offer Adult Basic Education or English as a Second Language training for adults. "Seed Collections" of adult literacy materials were placed in eleven area libraries and organizations. Thirty "Life Saver Packets" of forms and applications adults use in our community provide functional reading and writing practice work, word lists and practice sheets on topics as diverse as writing checks and completing a resume.

San Diego Public Library
READ/San Diego
Chris McFadden
1535 Euclid Avenue, Suite C
San Diego CA 92105
Tel: (619) 263-0681

Offers: ABL, Workplace Literacy

Client population:
7% Asian
31% African American
25% Hispanic/Latino
4% Native American
32% White

Clients served 1991: 750

Program history: Founded in 1988, READ/San Diego volunteer tutors and a professional staff of three have assisted over 2,000 San Diegans with basic literacy skills improvement. All instruction is one-to-one, using an eclectic, whole language approach to teaching reading. READ/San Diego is funded primarily by the Library Department of the City of San Diego, but also relies on funding from the California State Library, the California State Department of Education, area businesses and organizations, the 501(c)3 not-for-profit Friends of READ/San Diego organization, and private donations.

Assessment tools and client outcomes: Prior to enrollment, adult learners are assessed for skill levels, using a variety of assessment tools including portions of the Bader, the Adult Reading Inventory (ARI), the SLOSSON (SORT), a locally developed writing sample and math test, CASAS and CALPEP. Learner progress is measured annually through a goal-oriented evaluation completed by the tutor and student every six-months.

Program highlights: READ/San Diego has been extremely successful in utilizing the talents of volunteers in non-tutoring roles, such as office assistants, learning center managers, computer lab facilitators, outreach workers, in-take assessment counselors and fund raisers. READ/San Diego has established four neighborhood literacy centers, four workplace literacy programs, a computerized reading lab and twenty-four on-site agency programs, primarily in drug and alcohol rehabilitation centers. READ/San Diego has successfully developed the first-ever campaign in the United States to recruit minority volunteers using a cross-media approach.

Boulder Public Library
The Learning to Read Program
Diana Sherry
P.O. Drawer H., 1000 Canyon Blvd.
Boulder, CO 80306
Tel: (303) 444-5599

Offers: ABL

Client population:
18% Asian
8.5% African American
23% Hispanic/Latino
1% Native American
55% White

Clients served 1991: 117

Program history: The Learning to Read Program began in October, 1986 and was initially funded through a Federal LSCA VI (Library Services and Construction Act) grant. In 1989 the City of Boulder funded the program director position. Local organizations, the county, and state government have supported the program since its beginning. The program offices and tutoring spaces are provided by the library, its tutor and student resource materials circulate with the library's general collection, and grant funds are managed through the Boulder Public Library Foundation.

Assessment tools and client outcomes: Program effectiveness is evaluated through standardized tests, competency-based tests, student and tutor reports of progress, and retention figures. We use the Slosson Oral Reading Test and the Adult Reading Inventory, and the Comprehensive Adult Student Assessment Survey. Our students progress on average two grade levels for each year (100 tutoring hours) enrolled. Our retention rate is 72% and our students remain enrolled an average of 22 months. Most important, however, are the students' own reports of milestones achieved.

Program highlights: A thorough assessment of students' needs through the enrollment interview and formal and informal skill level assessments, periodic follow-up interviews (every three months by phone) and periodic update assessments (after each 75 hours of tutoring). We carefully screen our students for problems which may be interfering with their learning: each student receives a vision exam (evaluating focusing ability, tracking ability, convergence, and other reading related visual skills), and each student suspected of having a learning disability receives testing and follow-up support from our reading specialist.

Wilmington
Literacy Volunteers of America
Carmen A. Knox
10th Market St., P.O. Box 2303
Wilmington, DE 19899
Tel: (302) 658-5624

Offers: ABL, ESL

Client population:
Asian
African American
Hispanic/Latino
White

Clients served 1991: 313

Program history: Literacy Volunteers of America at Wilmington Library (LVA/WL) was started in 1983 by two women who had been trained by LVA in other states. The first training session was attended by seven volunteers. Within a year the Director of the Wilmington Library invited those volunteer tutors to become a part of the library's adult services. The library offers office space, postage, and financial management to LVA, and the association with the library has opened up funding sources such as the LSCA Title VI. The remaining funds are acquired from the State Department of Public Instruction, corporations, local foundations and individual donations.

Assessment tools and client outcomes: All LVA/WL students are interviewed and evaluated by a member of the volunteer evaluation team. The interview assesses the student's strengths and weaknesses and defines the student's goals and purpose for seeking tutoring. The READ test is used to assess letter and word recognition, reading comprehension, writing and listening skills. All students are re-evaluated after 60 hours of tutoring. A student portfolio that contains writing samples and a progress report is kept for each student.

Program highlights: The one-on-one approach to reading skills is the program's greatest asset. Tutoring is arranged at a time and place convenient for the student/tutor team. After self-confidence and reading skills are obtained the student is urged to enroll in a ABE or GED program in order to work towards a high school diploma.

Calhoun County Public Library
Panhandle Library Literacy Consortium
Rita Maupin
200 North Pear Street
Bountstown, FL 32424
Tel: (904) 674-8773, 674-4944

Offers:
ABL, Family Literacy
ESL, work-force literacy

Client population:
16% African American
2% Hispanic/Latino
81% White

Clients served 1991: 180

Program history: The central panhandle of Florida is a 6 county area with a population of just over 100,000 in which per capita income is one-half of the nation's average. In response, the Calhoun, Appalachicola Municipal (Franklin), Harrell Memorial (Liberty), Holmes, Jackson and Washington County Public Libraries are developing into open-doors-of-learning centers for all ages, ethnic and socio-economic groups. Library literacy programs are a natural out-growth of this response. The Panhandle Library Literacy Consortium (PLLC) provides (1) coordinated tutor training and student outreach, (2) coordinated public awareness campaigns, (3) coordinated/centralized purchasing and bookkeeping. The program now also offers small-group tutoring in correctional institutes.

Assessment tools and programs outcomes: The majority of the teaching tools are LVA based. However Laubach materials, ABE and locally developed techniques are being used, particularly in helping the dyslexic or physically handicapped student. Reading tools were adapted to achieve student-identified goals. The Test of Adult Basic Education and the READ (Reading Assessment, Adult Diagnosis) are used, but are not allowed to become a threatening element of the learning experience. The project provides a minimum of 36,000 adult tutoring hours annually at an average cost of $5.83 per hour.

Program highlights: The PLLC's family reading program takes reading activities into the home. The literacy coordinators have developed approximately 22 lesson plans that have both an adult and a children's reading activity and skill development element. Donated books (both child and adult) are left in the home. The school systems are cooperating by identifying families that have at least one non-reading parent with a pre-school child.

Brevard County Library Literacy Program
Library Literacy Program
Susan H. Ragucci
308 Forrest Avenue
Cocoa, FL 32922
Tel: (407) 633-1809

Offers:	Family Literacy, ESL, Workplace Literacy Program
Client population:	5% Asian 41% African American 2% Hispanic/Latino 1% Native American 52% White

Clients served 1991: 325

Program history: The Brevard County Literacy Program began in 1985 with an LSCA grant which revitalized three local literacy councils that were working within separate geographic areas in the county. Working within the library system, the literacy librarian coordinates literacy training materials, tutor training sessions and student/tutor placement. The literacy program also serves as a contact point for all literacy inquiries, regardless of geographic area. The councils remain autonomous, each providing tutoring services to its local community. In addition to the councils, the literacy librarian has worked with local businesses to establish a workplace literacy program. This program was initially sponsored by the Florida Secretary of State and has helped to get many local businesses involved in literacy.

Assessment tools and client outcomes: Each council uses the standard Laubach testing and tutoring materials. Additional pretesting materials have been developed by the councils.

Program highlights: During the past seven years over 1,000 volunteer tutors have been trained to work with students. The literacy councils share materials and are working together to establish a Literacy Foundation to fund literacy programs throughout the county. Over 50 county businesses participate in the Workplace Literacy Program.

Lake Blackshear Regional Library
Americus Literacy Action, Inc.
Frances Seaver
307 East Lamar Street
Americus, GA 31709
Tel: (912) 924-8091

Offers:	ABL, ESL
Client population:	3% Asian 75% African American 2% Hispanic/Latino 20% White

Clients served 1991: 72

Program history: Americus Literacy Action, Inc. (ALAI) was founded in July 1972, is sponsored by Lake Blackshear Regional Library, and is affiliated with Laubach Literacy, Inc. Approximately 100 tutors are now certified to tutor adults and older teenagers using Laubach. In addition, 10 tutors are certified to teach non-English speaking adults. The targeted population is adults and older teenagers who read at or below the 5th grade level. Included are persons who are physically or mentally handicapped, and persons who are incarcerated. Students' first two books are provided free of charge, additional books are purchased by the student or tutor at cost. Those who cannot afford to buy their own books continue to receive them free of charge.

Assessment tools and client outcomes: Students who say they cannot read at all begin working in Laubach Skill Book 1. Placement for students with some reading ability is determined on the basis of their score on either the LWR Diagnostic Inventory or the Challenger Placement Tool. Ongoing evaluation is less formal; the placement chairman is accessible to both tutor and student and will intervene if the student is not making satisfactory progress, or as requested by either party.

Program highlights: Over the summer of 1990, local businesses, industries, social service organizations, professionals and private citizens raised $15,000 that was turned over to the regional library toward the $40,000 in local money needed to qualify for a state grant to repair the roof and add a mezzanine. The mezzanine will include an Adult Learning Center with an office, tutoring room and PALS lab.

Clayton County Library System
Together We Read("TOWER")
Flora W. Walker
856 Battlecreek Road
Jonesboro, GA 30236
Tel: (404) 473-3850

Offers:	ABL
Client population:	1% Asian 70% Hispanic/Latino 1% Native American 25% White

Clients served 1991: 68

Program history: TOWER began as a library-initiated task force to address the problem of adult illiteracy in Clayton County. It evolved into a non-profit organization which became a full affiliate of Literacy Volunteers of America in 1989, and celebrated its fifth anniversary in July, 1992. The Clayton County Library System provides TOWER with free office space, office equipment and software, supplies and utilities. The library system also donates 15% of its Assistant Director for Community Services' time to TOWER -- mostly for the purpose of writing grant proposals and administering grant funds.

Assessment tools and client outcomes: TOWER uses LVA's Reading Evaluation-Adult Diagnosis ("READ Evaluation") to determine placement of potential learners. We refer adults reading at 5th grade level or above to other organizations. Those whom we determine are part of TOWER's target population are assigned a tutor. Progress is checked by re-administering the READ Evaluation at six moth intervals, or at the request of the learner or tutor. We have supported an average of 63 learner/tutor pairs annually since 1987 -- with a peak of 104 pairs in 1988.

Program highlights: TOWER's greatest strength is that it is a goal oriented program. Learners identify their own specific short and long term goals for wanting to improve their reading skills. Achievement of each short term goal providers reinforcement for the learner's effort. Both the TOWER organization and individual tutors share the goal of preparing each learner to move on to the next most appropriate level of instruction so that we can concentrate our services on those most in need.

Chicago Public Library
Literacy Initiatives
Patricia Lucas
400 South State Street
Chicago, IL 60605
Tel: (312) 747-4156

Offers:	ABL, ESL, Family Literacy
Client population:	77% African American 8% Hispanic/Latino 14% White 25% White

Clients served 1991: 2,000 +

Program history: The Study Unlimited Department of the Chicago Public Library was established in 1973 to provide continuing adult education service such as ABE, ESL and GED, along with a variety of credit and non-credit college courses. In 1986, the Chicago Public Library Literacy Initiative was launched, and now comprises three facets. An adult basic education reading program provides one-on-one tutoring. A public housing literacy initiative is a computer-aided group instructional program that focuses on basic academic skills. Literacy Services in the Latino Community offers English and Spanish Literacy, ESL, and family literacy in partnership with six community-based organizations.

Assessment tools and client outcomes: In addition to informal information, the Slosson Oral Reading Test is administered to clients of the adult basic reading program. In general the program makes use of locally developed and informal assessments. At least one in four literacy program students go on to one of the ABE/GED programs available to them. An equal proportion goes on to job training programs.

Program highlights: The Literacy Initiatives have recently won funding for full time staff to work in low income communities where there are not enough people available who can serve as tutors. This will lead to increasingly professionalized services. The program has also established a mentoring literacy program to reach men living in public housing.

Robinson Township Public Library
Adult Literacy Partners
Sandra Bilyew
606 North Jefferson
Robinson, Illinois 62454
Tel: (618) 544-2917

Offers: ABL, ESL

Client population:
4% Asian
African American
Hispanic/Latino
95% White

Clients served 1991: 161

Program History: The Adult Literacy Partners program began in fiscal year 1986-87 with a retired teacher as the program director. In 1987 we acquired a satellite in Lawrenceville, IL. Robinson Township Library sponsors the program and provides office and tutoring space, and funding for equipment and materials.

Assessment tools and client outcomes: We use the Slosson Oral Reading Test (SORT), Rosenthal Diagnostic Phonics Assessment, and Meyer Informal Reading Learning Style Inventory. Most of our clients have been able to show considerable improvement in their reading ability. For example, the first student to earn a GED did so in 21 months and yet began with a third grade reading level.

Program highlights: During our work from 1986 to 1992, thirty-three students have earned their GED. Others have reached their individual goals. Some students found that classroom setting brought back the trauma of earlier school years, came to us for help, and have passed the GED.

Waukegan Public Library Program
Libraries for Literacy
Carol Morris
128 North County
Waukegan, Illinois 60085
Tel: (708) 623-2041

Offers: ABL, Family Literacy, ESL

Client population:
8% Asian
24% African American
24% Hispanic/Latino
44% White

Clients served 1991: 808

Program history: Libraries for Literacy (Lake County Illinois) is a seven year-old program funded through the Illinois Secretary of State's office and Illinois State Library, and administered by the Waukegan Public Library. The project involves all 19 public libraries in Lake County, the literacy program at the College of Lake County and Literacy Volunteers of Lake County. The mission of the project is to provide basic skills instruction and ESL instruction to adults.

Assessment tools and client outcomes: Objectives are based on each student's strengths and weaknesses. Students are re-evaluated after 40 hours of instruction. Gains in reading levels appear consistent with other state literacy programs - 1 year's gain for about 40-50 hours of instruction. Testing includes: Slosson Oral Reading Test; English as a Second Language Oral Assessment; Scott Foresman Informal Reading Inventory; Burke Reading Inventory; Wepman Auditory Discrimination Test; Components of the READ test; environmental print reading (non standardized test); informal writing assessment (non standardized test); and a visual discrimination (non standardized) test.

Program highlights: The most important aspect of our literacy program is the cooperative relationship that exists between the Libraries for Literacy project and the Literacy Program at the College of Lake County. Although we are two separate programs with two administrative boards and two different funding sources, we basically function as one county-wide literacy program. The other important aspect of our literacy program is the relationship between the libraries and the adult education providers (including the literacy program). Three libraries in Lake County have on-site adult education classes, and each library houses a literacy collection.

Anderson City, Anderson, Stony Creek and Union Townships Public Library
Madison County Literacy Coalition
Elizabeth Carter
111 E. 12th St.
Anderson, IN 46016
Tel: (317) 641-2461

Offers:	ABL, Family Literacy, ESL, Workplace
Client population:	Asian African American Hispanic/Latino Native American White

Clients served 1991: 200

Program history: The Madison County Literacy Coalition was formed in 1985. The coalition provides free reading instruction for adults as well as ESL and ABE classes. The program utilizes the Laubach method of reading in addition to LVA, and additional reading and writing materials.

Assessment tools and client outcomes: A certified teacher is available to determine adult learning needs through the implementation of instruments such as TABE (Test of Adult Basic Ed.), Pre-GED, SORT (Slosson Oral Reading Test), ESLOA (English as a Second Language Oral Assessment).

Program highlights: An intergenerational phonics class has been in operation since 1988; Contact with IMPACT -- 2 classes are available for adults who need classes in self-esteem building; Homemakers Club is a student support group for adult new readers, and there is an Adult New Readers Book club.

Program history: VITAL (Volunteers In Tutoring Adult Learners) is sponsored by the Monroe County Public Library and began in 1977 in response to the needs of county residents. While maintaining 250 volunteer tutors for nearly 300 learners, each year more than 100 new tutors are trained.

Assessment tools and client outcomes: Individuals gaining literacy through VITAL have gone on to colleges, universities, the Indiana Vocational Technology College, received GED certificates, passed ESL exams to become assistant instructors at Indiana University, retained jobs and/or achieved promotions, been delegates to national literacy congresses, won state literacy essay contests, and become contributors to new learner programs within VITAL. Tutors complete quarterly reports pertaining to their learner's progress.

Program highlights: Indiana University's Reading Practicum Center of the School of Education is promoting a credited, undergraduate class, the Student Literacy Corps in which students volunteer six hours of supervised literacy tutoring per week in instructional programs offered by VITAL. The Bloomington Herald Times runs a weekly column of recent news specifically for the new reader that is rewritten by volunteers and journalism students.

Monroe County Public (MCPL)
Volunteers in Tutoring Adult Learners (VITAL)
Cathy Rogers
303 East Kirkwood Avenue
Bloomington, Indiana 47408
Tel: (812) 339-2271 - Ext. 20, 21

Offers:	ABL, Family Literacy, ESL, Workplace
Client population:	21% Asian 2% African American 2% Hispanic/Latino 75% White

Clients served 1991: 350

Jones Library
ESL Center
Lynne Weintraub
43 Amity Street
Amherst, MA 01002
Tel: (413) 256-4090

Offers: ABL, ESL, citizenship/GED

Client population: Asian
Hispanic/Latino
White

Clients served 1991: 60

Program history: A needs assessment in 1985 determined that southeast Asian refugees were one group significantly underserved by the library and other community services. In order to reach out to this group, we created the ESL Center to train and place volunteer tutors, circulate ESL, GED, citizenship, and native language materials, promote public events, and advocate for the population. In 1988, the program was opened up to all immigrants, and in 1992 a classroom instruction component was added.

Assessment tools and client outcomes: The BEST test is used to pre- and post-test participants in the classroom program. The general objectives of this program are to empower learners to become more independent users of oral language and print. One-on-one tutoring is highly individualized with curriculum and outcomes defined by individual learners with assistance from tutors.

Program highlights: The ESL Center has been remarkably successful in attracting immigrant families (a previously underserved group) to the library to borrow books, meet with tutors, study independently, and attend classes and events. Many learners with no previous education have achieved the goals they set, such as getting a learner's permit, becoming a citizen, getting a job, or passing the GED. Numerous volunteers have gained the opportunity to learn about and become a very positive, effective link to the otherwise "invisible" community of immigrants in our midst.

Attleboro Public Library
The Literacy Center
Donna Morse
74 No. Main St.
Attleboro, MA 02703
Tel: (508) 226-3603

Offers: ABL, ESL

Client population: Asian
African American
Hispanic/Latino
Native American
White

Clients served 1991: 200

Program history: Three years ago, we began a volunteer literacy program in Attleboro to serve our large population of low-illiterates (approximately 12,000 in Attleboro alone). To date we have trained over 300 volunteers and have helped more than 450 learners achieve their literacy goals. We have tutors and learners working together in eleven neighboring towns. In fiscal year 1992, the (Massachusetts) Commonwealth Literacy Campaign, which had provided us with the seed money to start this program, was cut from the state budget. However, with support from the Attleboro Public Library Board of Trustees, we were provided with an office and home-base at the library. Area representatives and tutors in the program have formed a board of directors with broad community representation to direct the future of our large volunteer program.

Assessment tools and client outcomes: Learners who come to the Literacy Center are given the TABE. ESL learners are informally assessed using an oral assessment developed by ESL teachers.

Program highlights: The most successful feature of our literacy program is the structure and management system developed to recruit, train, and supervise a large number of volunteers (200) in one non-profit community-based literacy program with limited resources.

Morrill Memorial Library
LVA - Morrill Memorial Library
Bettina A. Blood
Walpole St., P.O. Box 220
Norwood, MA 02062
Tel: (617) 769-0200

Offers: ABL, ESL

Client population:
20% Asian
20% Hispanic/Latino
30% White

Clients served 1991: 175

Program history: LVA-Morrill Memorial Library Volunteer Literacy Program, founded in 1983, is located at and supported by Morrill Memorial Library, and provides individualized instruction to adults and out-of-school teenagers. The library has been its primary supporter, providing funds for tutor training materials, staff salaries, and in-kind services such as telephone, postage, office supplies and photocopy expenses. Students, as well as tutors, come from twenty five surrounding towns.

Assessment tools and client outcomes: English as a Second Language students are given the LVA-ESLOA test to determine their conversational and listening skills, as well as survival skill level. Depending upon the student's background, we can choose to give the basic reading student the LVA READ test and/or the Woodcock test and Wilson Screening Assessment.

Program highlights: The library has a large Literacy Volunteer Collection of books and workbooks available for the tutors and students to borrow. The literacy program also has two Apple IIGS computers with educational software available for tutors and students to use in their tutoring sessions. Training in the use of both hardware and software is also provided. Several tutors have also been trained to use the Wilson Training System with basic reading students who are suspected to be dyslexic. Inservice training sessions and tutor meetings are offered on a regular basis. Two student support groups (basic reading and ESL) meet at the library a few times a year. The basic reading group is led by a student with the help of his tutor.

Program history: Literacy Volunteers of Southbridge (LVS) was begun in 1975 using grant monies obtained through the LSCA. In 1976, the program was funded through donations from several local industries; and from 1977 through the present, has been funded as a United Way agency. The library houses the office of the LVS director, as well as providing space for tutors and students to meet. Library staff catalog and process adult education materials and are extremely supportive of the program; the library director also serves as LVS treasurer.

Assessment tools and client outcomes: Assessment is done using Literacy Volunteers of America tools: the READ test (Reading Evaluation Adult Diagnosis) for literacy students and the ESLOA (English as a Second Language Oral Assessment) for ESL students. Client outcomes are based on individualized goals set by each student based on his/her particular area of interest and need.

Jacob Edwards Library
Literacy Volunteers of Southbridge
Nancy McGuiness
236 Main Street
Southbridge, MA 01518
Tel: (508) 764-5426

Offers: ABL, ESL

Client population:
5% Asian
80% Hispanic/Latino
15% White

Clients served 1991: 83

Program highlights: LVS is able to offer computer assisted instruction to those who are interested. We offer ESL small-group classes twice a week, as well as individualized instruction. We work closely with other social service agencies, and have the support of many community groups.

Springfield Library and Museums
Read/Write/Now Adult Learning Center
Janet Kelly
220 State Street
Springfield, MA 01103
Tel: (508) 739-3871, 788-8806

Offers: ABL, Family Literacy

Client population: Asian
African American
Hispanic/Latino
Native American
White

Clients served 1991: 105

Program history: Read/Write/Now was started in 1987 with a Title I Library Literacy grant at the Brightwood Branch of the Springfield City Library, which is located among an economically disadvantaged, largely Hispanic population. The program started with the dual missions of 1) starting a quality literacy program for adults with low levels of literacy and 2) trying out the IBM PALS literacy curriculum. Since then, the program has continued to grow and develop as a learner-centered, multicultural, whole language based literacy center. Classes are staffed by professional teachers with trained volunteer tutor support. The library had anticipated absorbing the cost of the program into its budget, but so far has been unable to do so.

Assessment tools and client outcomes: Staff at Read/Write/Now have created tools that involve learners in actively looking at their own learning in reading and writing. Staff also do miscue analysis of intermediate readers the results of which are included in student's portfolios. These portfolios are shared with learners in periodic conferences. Read/Write/Now is currently participating in developing a qualitative assessment component for the Mass. Department of Education's GOALS project which is creating an accountability system for adult education programs.

Program highlights: A highlight is the sense of belonging to a community of learners that the adult students experience. Another powerful aspect is the regular publishing of students' writing, which is a part of the process writing approach used in the program. The publications are then used in class as reading texts and shared with other programs. A third strength of the program is the whole language approach and its learner-centered, always evolving curriculum.

Wayland Public Library
Literacy ESL Program
Louise R. Brown
5 Concord Rd.
Wayland, MA 01778
Tel: (508) 358-2311

Offers: ESL

Client population: Asian
Hispanic/Latino
White

Clients served 1991: 60

Program history: The program began in March 1990 when a trainer from the state's Commonwealth Literacy Campaign conducted a training program for 25 volunteer ESL tutors, from which a volunteer trainer and volunteer coordinator were designated. The entire program is now a volunteer effort coordinated by the library. The library promotes the program in the community, keeps all the records, distributes certificates to those completing the training, provides a place for tutors to meet with their students and a special shelf of ESL materials for tutors. Students pay $15.00 to cover the cost of workbooks and other materials.

Assessment tools and client outcomes: The volunteer coordinator checks with tutors to find out how they are progressing with their students and whether they are meeting regularly. When "matches" don't work out, new arrangements are made.

Program highlights: The most successful features of the program are the one-on-one tutor/learner pairings and the fact that most of the work is done by volunteers. High points of the program are the wonderful friendships that have developed between student and teacher, and the cross-cultural sharing and understanding that has been experienced by both.

Howard County Library
Project Literacy
Marvin Thomas, Library Director/Janet Carsetti, Literacy Specialist
10375 Little Patuxent Pkwy.
Columbia, MD 21044
Tel: (410) 313-7800, (410) 313-7900

Offers: ABL, ESL, External H.S. Diploma

Client population:
38% Asian
37% African American
13% Hispanic/Latino
1% Native American
55% White

Clients served 1991: 168

Program history: Project Literacy was begun in September 1987, with LSCA grant funding in response to community need for a free adult literacy program. All tutors receive 20 hours of training prior to being matched with a client; most client/tutor pairs work in a library branch. Homebound adults are tutored in their homes or in the library's Literacy Mobile Resource Center. An extensive collection of adult literacy material is housed at the central library. All items are categorized into one of twelve subject areas, and each item is labeled as to degree of difficulty.

Assessment tools and client outcomes: The Project Literacy Specialist is an experienced educator who uses a battery of diagnostic tools to assess each client's strengths and weaknesses prior to being matched with a tutor. These standardized measures along with informal spelling and math assessments, writing samples, and a brief lesson to determine a client's best mode for learning are used to design a program of instruction based on client goals. The tutor and client are then given the appropriate work materials. Periodic testing of clients provides immediate feedback on progress. When exiting the literacy program, post-test results indicate major statistical gains, achievement of goals, and improved self-esteem.

Program highlights: Among Project Literacy's most successful features is its acceptance by library staff and the community. The Washington Post funded a Mobile Resource Center which travels to parts of the county serving adults who might otherwise be unable to participate in literacy tutoring.

Mexico-Audrain County Library
Project L.E.A.P.
Cristal Bruner
305 W. Jackson
Mexico, MO 65265
Tel: (314) 581-4939

Offers: ABL, Family Literacy, ESL

Client population:
Asian
African American
White

Clients served 1991: 12

Program history: In 1984, the Mexico-Audrain County Library began to be used as a location where people could call and receive information about the ABE/GED program in our community. In 1988 we received an LSCA grant and became a clearinghouse for literacy in Audrain County. Grant funds provided a library room for literacy tutors, equipment and materials for the program, which employs the Laubach method to teach reading and comprehension, and provides Laubach materials from New Readers Press. The library also has a variety of learning games and other reading materials for new readers.

Assessment tools and client outcomes: We do not use assessment tools for enrolling our students/clients in the program. If they state that they have a problem with reading and comprehension we usually start them in the first book in the series. After working with a client for a while it becomes easier to assess their problems and to help them.

Program highlights: We have been able to make the community aware that there is a problem and that help is available. We have been able to join together different entities in the community: the public school system; civic organizations; public safety; and churches. We have helped communities that are outside of our district begin literacy programs and have trained 15 new volunteers for their area. We have started an ESL program for one group in our community. We now have a prison/county jail program where a volunteer tutors prisoners once or twice a week.

Columbus Public Library
Platte Valley Literacy Association
Robert Trautwein, Library Director
2504 14th Street
Columbus, NE 68601
Tel: (402) 564-7116

Offers:	ABL, Family Literacy ESL
Client population:	5% Asian 5% African American 5% Native American 5% White

Clients served 1991: 356

Program history: The library director began the literacy program in 1982 because the library's well-established ABE/GED program could not adequately deal with the needs of literacy students. The library's literacy program received LSCA grants for 1986-87, 1989-90, 1991-92 and 1992-93. In 1990-91, the Library Foundation solicited local non-tax support for the program. In 1986 the ABE/GED instructors and the literacy coordinator began to share the same office in the library, which led to greater cooperation and more referrals.

Assessment tools and client outcomes: Clients seeking English as a Second Language services are first given the Nebraska Interview and then the ESLOA test and the Real Life English Placement Test. If a client needs or wants a tutor, the English for a Changing World Assessment is used. Clients who seek reading, writing, and math skills are first interviewed to determine their skill levels. In non-reading situations the TNAT and/or WRAT tests are administered. All other clients are assessed by means of the TABE and placed accordingly. After placement in a classroom or with a volunteer tutor, the clients are further assessed by checkup tests to track their outcomes and achievements.

Keene Public Library
Cheshire Adult Life Long Learning (CALL)
Nancy Vincent
60 Winter Street
Keene, NH 03431
Tel: (603) 352-0157

Offers:	ABL
Client population:	100% White

Clients served 1991: 100+

Program history: Local adult education programs have always tried to respond to requests from the Cheshire County Complex, a nursing home and house of correction with a single administrator, when functionally illiterate staff or inmates have asked for help. The Keene Public Library, in cooperation with the Cheshire County Adult Tutorial Program, originated, supported, and has become a leader in the Cheshire County Literacy Coalition. The Coalition obtained an LSCA grant for 1991-92 to provide a stable, structured adult education program for anyone in either County Complex site who wished to improve basic literacy and math, and job-related skills; and to do this with a paid director, on-site, utilizing local volunteers as tutors and mini-course instructors. Keene Public Library offers support services while the Adult Tutorial Program engages in material selection, educational counseling, and related assistance.

Assessment tools and client outcomes: A range of assessment tools are used; from the Basic English Skills Test (BEST), to the vocational aptitude survey used by a local insurance firm, to pre-GED exams. Standardized reading and math tests, plus LVA tests, are often used in part or whole.

Program highlights: The most obvious difference between this project and other adult education efforts has been the willingness of adult students to "go public:" that is, to be seen by fellow-workers and supervisors as involved in adult literacy programs. The students have shared their interest and enthusiasm widely, and enrollment has grown rapidly as a result. In addition, the installation of a computer assisted instructional (CAI) component at the nursing home, available also to the inmates of the house of correction, has attracted a number of students who find CAI suitable for their learning styles.

Bergenfield Free Public Library and Information Center
Bergenfield Library LVA
Mary Ellen Henitz, Mary Joyce Doyle
50 West Clinton Avenue
Bergenfield, NJ 07621
Tel: (201) 387-4040

Offers:	ESL
Client population:	22% Asian 1% African American 50% Hispanic/Latino 21% White

Clients served 1991: 102

Program history: In 1980, Bergenfield Free Public Library and Information Center's Board of Trustees and administration started an ESL program with the help of a grant from the New Jersey State Library. The program is now coordinated by a staff member on a part time basis. Tutoring is done in the library by volunteers. The program has 60 active tutor-student matches, a conversation group for supplementary work, and an extensive, up-to-date collection of ESL books and material available to tutors, learners and the public.

Assessment tools and client outcomes: Incoming students are interviewed by the program coordinator. After the student-tutor match, the tutor utilizes the English as a Second Language Oral Assessment (ESLOA) to determine the level and needs of the student (all tutors have been trained to give this assessment). The ESLOA may be given again at the end of one year. The SLOTE (Second Language Oral Test of English) is sometimes used to focus on specific structures that need work. A follow-up on the student's progress and accomplishments is noted when the student exits the program.

Program highlights: The program has a fine reputation within the limited English proficiency community. From the library's standpoint the use of the library by these new residents is extraordinary. ESL students use the library as a place to study, a place to bring their children to enjoy the children's programs, a source of information on everything from employment to recipes, and a place where they can bring the whole family for cultural events.

Paterson Free Public Library
Community Literacy Center
Ming Bao
250 Broadway
Paterson NJ 07501
Tel: (201) 357-3003

Offers:	ABL, Family Literacy, ESL, Computer-Assisted Literacy
Client population:	Asian African American Hispanic/Latino White

Clients served 1991: 200

Program history: Grants from the New Jersey State Library funded the literacy program from 1987 to 1989. Since 1990, the program has expanded rapidly under the leadership of the new library director, when a proposal for six full-time VISTA volunteers was approved by the federal ACTION agency. Redirecting some personnel resources in 1991, the library hired a full-time literacy librarian to direct all literacy activities, and the part-time literacy coordinator's salary was also built into the library's budget. A permanent Community Literacy Center has been established with eight literacy staff members and sixty volunteer tutors offering services in adult basic literacy, ESL, family literacy, and computer-assisted literacy to over a hundred students.

Assessment tools and client outcomes: Two main assessment tools are used to measure outcomes:
1) Ready-made tests from the textbooks and our self-designed tests that assess language progress and; 2) interviews to assess the students' change in employment status, change in family reading habits, and change in attitudes towards reading. We find most of our students do make slow progress in learning to read and develop positive attitudes towards reading.

Program highlights: The most successful feature is that it is a multi-faceted program with a wide range of services including one-to-one tutoring, small group tutoring, adult basic literacy, ESL, family literacy, computer-assisted literacy, literacy collection development, and collaboration with other literacy agencies through active involvement in the Literacy Coalition of Passaic County.

Camden County Library
LVA/Camden County
Sivya Romisher, Coordinator
203 Laurel Road
Voorhees, NJ 08043
Tel: (609) 772-1636

Offers: ABL, Family Literacy, ESL, Collaborative Small Group

Client population:
13% Asian
38% African American
6% Hispanic/Latino
43% White

Clients served 1991: 367

Program history: Literacy Volunteers of America/ Camden County (LVA/CC) began in June of 1982 with a mini-grant from the N.J. Department of Education. A LSCA grant followed that enabled the Camden County Library and the Camden Free Public Library to continue the program. Since then, the project has been supported by LSCA funds as well as by corporate, United Way, N.J. Department of Adult Education and Camden County Freeholders funding. LVA/CC has maintained offices in both libraries, receiving in-kind support from them. In addition, volunteer tutors offer basic skills tutoring to the Camden County Correctional Facility.

Assessment tools and client outcomes: Evaluation of student progress is accomplished by comparing pre- and post-test results using the LVA Reading Evaluation Adult Diagnosis and by requiring semi-annual updates by tutors to evaluate students' life changes in such areas as employment, community activities, lifestyles and self-esteem. Reasons for leaving the program and feelings about tutoring are also explored.

Program highlights: LVA/CC has received the West Jersey Reading Council Literacy award for services in the promotion of literacy and has twice been the recipient of LVA/NJ's Affiliate of the Year award. Recognition has also been gained by LVA/CC students. For the last three consecutive years, the LVA/NJ Outstanding Basic Reading Adult Learner has been one of our students. In response to a need for more urban tutors, a Teen Literacy Club Project was started in 1988 at two inner city high schools in Camden. This successful pilot program is the first of its kind in New Jersey.

Belen Public Library
Belen Public Library Adult Learning Center
Dolores Padilla
333 Becker Avenue
Belen, NM 87002
Tel: (505) 864-7797 or (505) 864-7522

Offers: ABL, Family Literacy, ESL

Client population: 90% Hispanic/Latino

Clients served 1991: 101

Program history: The program was conceived in 1986 by the Director of Adult Basic Education at the University of New Mexico/Valencia campus. In 1987, the Valencia County Literacy Council was formed and recognized by the Valencia County Commission. In 1988 a part-time coordinator was hired and fund-raising efforts began in earnest, and then in 1989, Belen Public Library was awarded an LSCA grant for $20,000 to create the Adult Literacy Learning Center. The center's first open house was held in January of 1990.

Assessment tools and client outcomes: Assessment is conducted by the program coordinator. Until recently, students were given pre- and post-tests using the READ test.

Program highlights: In June, 1992, Belen Public Library received the New Mexico Coalition for Literacy Annual Cooperative Effort Award. The library recently also received (October, 1992) a $35,000 grant from the U.S. Department of Education to extend its services to two additional locations -- one site at Los Lunas, which is 10 miles north of Belen, and the second site on a Pueblo Reservation, Isleta.

Socorro Public Library
Parents & Children as Partners in Literacy Education
Lucie Olsen
401 Park Street
Socorro, NM 87801
Tel: (505) 835-1114

Offers: ABL, Family Literacy, ESL

Client population: Hispanic/Latino
White

Clients served 1991: 29

Program history: In 1989, Socorro Public Library initiated a literacy program for Socorro County with Title I State Library Grant funding. A basic high interest-low reading level collection was developed at the Socorro Public Library for literacy students, and for library patrons who wished to use these materials. A second grant from the New Mexico Literacy Coalition augmented the library's existing literacy program. In June of 1990 the literacy coordinators and the library director formed an independent literacy program affiliated with Literacy Volunteers of America (LVA) to which local sponsors, both businesses and individuals, have been generous.

Assessment tools and client outcomes: The program uses the LVA program READ test. Pre-testing has been administered to each student, and post-tests will eventually be added to the program. Individuals set goals to be met in the program, and meeting those goals constitute an informal assessment of success.

Program highlights: A successful feature of the program has been its growth. English as a Second Language training will be added in the coming year. The "100 Minute Program" -- a family literacy program in area elementary schools -- has been very successful, and will enter its third year.

Harwood Public Library
Harwood Literacy Program
Tracy McCallum (Mr.)
25 Ledoux/P.O. Box 766
Taos, NM 87571
Tel: (505) 758-3063

Offers: ABL, Children's Reading Assistance

Client population: 90% Hispanic/Latino
10% White

Clients served 1991: 141

Program history: The Harwood Literacy Program was initiated by the Harwood Public Library as a community project in 1987. Two VISTA Volunteers were recruited and given Literacy Volunteers of America training. Funding was obtained through a LSCA grant, and a tutor and training student recruitment program was developed. The program has continued to receive support from LSCA funds, the New Mexico Coalition for Literacy and the VISTA/ACTION Program.

Assessment tools and client outcomes: Assessment and evaluation conform to standard procedures developed through our association with LVA, NMCL and Northern New Mexico Community College. Client outcome is measured against the goals set by the student at the time of entering the program.

Program highlights: Computer (Vox box) lessons, one-on-one tutoring sessions and development of a Literacy Student Committee are the most outstanding and successful features of the program.

LV - CCLD - CALL
Computer Assisted Literacy in Libraries
Caron Schwahn or Helen Sidler
833 Las Vegas Blvd. North
Las Vegas, NV 89101
Tel: (702) 382-3493

Offers: ABL

Client population:
6% Asian
28% African American
8% Hispanic/Latino
2% Native American
56% White

Clients served 1991: 150

Program history: CALL (Computer-Assisted Literacy in Libraries) is a tutoring program for those with lower than a 5th grade literacy level that is sponsored by the Las Vegas-Clark County Library District. CALL trains its own tutors to use a wide range of techniques and materials so they can tailor lessons to individual students. CALL also utilizes computers to enable students to reinforce their learning and to learn skills that will enable them to fare better in a technological era. CALL has written and published curriculum guides to correlate all aspects of every lesson based on the three entry levels of students. As part of a public library system, CALL's facilities at 11 locations are open to all literacy programs and individuals. Its monthly educational in-service seminars are open to all tutors, whatever their program affiliation.

Assessment tools and client outcomes: Initial assessment of each student is made using both Laubach Way of Reading and San Diego Quick Test "sight words" as well as the LWR Reading Sample test. Students are re-evaluated after approximately 6 months or 40 to 60 hours of tutoring using the same assessment tools as a post-test.

Program highlights: CALL curriculum guides are used by literacy programs in over 30 states while its software (developed specifically for CALL) is used in programs at prisons, on Indian reservations, in community colleges, in literacy councils, and at universities. CALL staff and volunteers are often asked to make presentations at local, state, and national conferences and to act as consultants to other programs.

Program history: LVA-SCC is a non-profit agency funded by the Suffolk Cooperative Library System, federal and state grants, corporations, foundations and individuals. Additional sources of funding include special fundraising events. Space and considerable in-kind services are furnished by the Suffolk Cooperative Library System. During the past program year, over 1,600 learners worked with over 1,500 trained tutors. The number of individuals seeking our help continues to grow.

Assessment tools and client outcomes: LVA-SCC uses two assessment tools in evaluating applicants in the program. For basic literacy learners, applicants are interviewed and given by the Literacy Volunteers of America called the READ (Reading Evaluation Adult Diagnosis) test. ESL applicants are given the NYS Placement Test. In order to receive state funding, it is mandatory that we use this test in evaluating all ESL learners. Periodic post-testing is also done on all program participants.

Suffolk Cooperative Library System
Literacy Volunteers of America - Suffolk County, Inc.
Maxine Jurow
627 N. Sunrise Service Rd.
Bellport, NY 11713
Tel: (516) 286-1649

Offers: ABL, ESL

Client population:
Asian
African American
Hispanic/Latino
White

Clients served 1991: 1,657

Program highlights: The success of our program is measured by the successes of our learners. In some instances the successes prove to be somewhat intangible, such as improved self-esteem. However, at other times, getting a job or a promotion prove to be the fruits of their labor.

Brooklyn Public Library
Literacy Program
Susan K. O'Connor
Grand Army Plaza
Brooklyn, NY 11238
Tel: (718) 780-7819

Offers: ABL

Client population:
69% African American
22% Hispanic/Latino
9% White

Clients served 1991: 1900

Program history: The Brooklyn Public Library Literacy Program began in 1977 in the Central Library with 14 students. In 1984, with a MAC grant, the Brooklyn Public Library established four additional major sites in areas with high concentrations of illiterate, undereducated and unemployed residents. These learning centers serve adults who read below a 5th grade reading level. The literacy program is under the direct supervision of the Chief of Branch Administration, enjoys the full support of the library administration, and is funded by NYC tax funds.

Assessment tools and client outcomes: The literacy program is redirecting and refining assessment procedures by exploring assessment alternatives. A portfolio assessment tool that is designed to track student goals reached, reading materials completed, and progress in writing has been piloted. The Library will also join the ALIES (Adult Literacy Information and Evaluation System) the system currently in use by the major literacy providers in NYC.

Program highlights: Active training techniques are utilized to model current educational practices and provide trainees with opportunities to hone their skills. The student council provides a voice and an opportunity to participate actively in the program. Students write their own newspaper, speak in public and organize fundraising and special events. Using process writing, students learn to define their own topics, develop their thoughts, and refine their writing through critical thinking and group discussion.

Westchester Library System
Eva Taben
8 Westchester Plaza
Elmsford, NY 10523
Tel: (914) 592-8214

Offers: ABL, ESL, CAI

Client population:
20% African American
20% Hispanic/Latino
60% Native American

Clients served 1991:

Program history: The Westchester Library System (WLS) member libraries have been involved with efforts to combat illiteracy for many years. In fact, WLS was instrumental in the formation of Literacy Volunteers of Westchester County (LVWC) in 1977. Since that time the two agencies have worked collaboratively to provide tutoring in basic reading and conversational English in public libraries for an estimated 80,000 functionally illiterate adults in Westchester County. Other WLS literacy services include five 180-hour ESL classes at member libraries that serve large numbers of non-English speaking residents. This year, WLS was awarded a federal LSCA grant to establish computer assisted literacy instruction at 4 member libraries.

Assessment tools and client outcomes: Reports on tutoring time and techniques, as well as the results of pre-test and annual post-tests are required three times a year. Records are also kept of the number of inquiries about the project, the number of drop-outs, and the effectiveness of various publicity methods. The ESL teachers evaluate each participant at the start of the class by administering the NYS Oral Placement Test. Students are re-tested periodically and at the close of the year. The computer assisted instruction project is monitored for computer usage.

Program highlights: WLS offers a variety of programs to serve the diverse needs of the community. The WLS member libraries have placed a very high priority on the importance of offering literacy programs. At the present time Literacy Volunteers of Westchester County is the largest affiliate of the national literacy organization, Literacy Volunteers of America.

Queens Public Library Literary Program
Catherine Kavanagh
89-11 Merrick Blvd.
Jamaica, NY 11432
Tel: (718) 990-0800

Offers: ABL, ESL

Client population:	4% Asian 65% African American 5% Hispanic/Latino 26% White

Clients served 1991: 677

Program history: In 1977 a program with about ten tutors and funded through a LSCA grant was begun in the main library. In 1987 the program received city Municipal Assistance Corporation (MAC) monies, which funded renovations and expansion to six other sites. Funding cutbacks forced the subsequent closure of one of these. Services provided include individual and small group adult basic literacy tutoring, a transitional class for those moving to classroom instruction, and conversation groups, computer assisted instruction (CAI), and support materials for ESL students.

Assessment tools and client outcomes: Students entering the program are interviewed to determine their needs, interests and educational backgrounds, and staff conduct a miscue analysis on reading chosen by the student. Tutor and staff then design a learning plan. Staff, tutor and student subsequently regularly meet to discuss progress, records of which constitute the student's portfolio. Assessment is used to focus and individualize instruction.

Program highlights: The program has a strong professional base. Staff are provided with extensive in-service training and the library supports their professional training as educators as it would those pursuing a MLS. A student has recently been hired to organize "students helping students," a mutual support group, and a student committee provides regular feedback to the program on its strengths and weaknesses. Queens Public Library Literacy Program was the first library literacy program to offer its students CAI, and has recently upgraded its computers through a LSCA grant.

Program history: The New York Public Library Centers for Reading and Writing (CRW) began in 1977 when the New York Public Library cooperated with the Literacy Volunteers of New York City to set up a volunteer tutoring program. In 1984 the Mayor's Office allocated MAC bond money to fund a major literacy initiative through which eight branch-based centers were set up in neighborhoods where literacy training was most needed. In 1988 funding for the program became a permanent line in the library's City budget and provides about 90% of CRW's budget.

Assessment tools and client outcomes: The CRW have developed alternative assessment procedures that are compatible with a language, learner-centered philosophy. Through small group discussions, tutorial students review their work and discuss the changes they notice. Questions include: What is your most memorable piece of writing? and What can you read now that you couldn't read when you began the program? The process is similar in the classes. In addition to giving the TABE to those reading at or above the third grade (47% of students), teachers also lead a discussion with students about their progress. Students are then given a self-assessment questionnaire in which they record the changes they notice in their reading and writing.

The New York Public Library Office of Special Services
The Centers for Reading & Writing
Mildred Dotson
455 Fifth Avenue
New York, NY 10016
Tel: (212) 340-0918

Offers: ABL, ESL

Client population:	34% African American 33% Hispanic/Latino 32% White

Clients served 1991: 1,795

Program highlights: Successful features include: 1) collaboration between branch library staff and educators who coordinate the programs at eight branch libraries in Manhattan, the Bronx, and Staten Island; 2) a volunteer training model which includes students and tutors working together; 3) a whole language, learner-centered instructional philosophy; and 4) development of collections of materials for adult new readers and providing loans to other agencies that serve adults in the Bronx, Manhattan and Staten Island.

Mid-York Library System
Literacy Volunteers of Mid-York
Susan V. Wawrzaszek
1600 Lincoln Avenue
Utica, NY 13502
Tel: (315) 735-8328

Offers: ABL, ESL

Client population: 12% Asian
6% African American
3% Hispanic/Latino
73% White

Clients served 1991: 400

Program history: The Mid-York Library System, which serves the upstate New York counties of Madison, Herkimer and Oneida, assumed sponsorship of a local Literacy Volunteers group in 1977 that had been started by the Utica Junior League. The Gannett Foundation and the State Division of Library Development provided grant funding. As the program grew, Mid-York allocated more staff and resources to adult literacy. Today the program is an official affiliate of Literacy Volunteers of America--New York State. Tutor training workshops are often held in one of Mid-York's 43 member libraries, which also provide space for tutor/student pairs. Twenty-five libraries have adult literacy core collections consisting of high interest/low vocabulary reading materials as well as information on life skills and teaching materials.

Assessment tools and client outcomes: "Learner Update Reports" are asked for twice each year, in December and June. Tutors use the READ Test or the ESLOA test to evaluate student progress. Beginning in June 1992 our ESL tutors will also be using the NYSPLACE test developed by the NYS Education Department to evaluate student progress. Tutors are free to evaluate their students at any time.

Program highlights: In October 1991 Mid-York, with funding provided by a LSCA grant awarded by the U.S. Department of Education, began "Literacy Programs on TV." This project provides video programs to the public access channels of local cable television networks. The programs target the adult new reader, and feature lessons on a variety of subjects, from grammar to the commercial driver's license.

Program history: While the Oklahoma Department of Libraries provides training, resources and technical assistance to about 90 literacy organizations across the state, this particular family literacy project involved inmates at the state's maximum security women's prison. The Department of Libraries (ODL) received Title VI funds to be used in part to establish a family literacy project at Mabel Bassett Correctional Center. The Library ordered family literacy training materials from New Readers Press and Literacy Volunteers of America as well as enough children's books to distribute to all participating children once a week for seven weeks. ODL's Literacy Coordinator conducts training once a week for the participating inmate mothers, teaching them one new reading strategy a week as well as reviewing and practicing the particular story of the week. Additionally, ODL arranges for three guest story readers a week, a corresponding craft, publicity, etc.

Oklahoma Dept. of Libraries
"Oklahoma...Do you READ Me?"
Leslie Gelders
200 NE 18th
Oklahoma City, OK 73105
Tel: (405) 521-2502

Offers: ABL, Family Literacy, ESL

Client population: 90% African American
1% White

Clients served 1991:

Assessment tools and client outcomes: Because this was a seven week pilot project, we did not assess the increase in reading levels of participating mothers. Instead, we evaluated the meetings each week, asking them to describe their experiences, what they learned, what their children learned and how this knowledge could be used in the future. This information assisted in the planning of four new family literacy sites throughout the state conducted in conjunction with library based literacy councils.

Program highlights: The Mabel Bassett project was featured on two local news broadcasts as well as state and national publications. Additionally, the project received a national award from Laubach Literacy Action as an "Outstanding Special Initiative."

Buckley Public Literacy Council of LeFlore County
Paula Lane
408 Dewey
Poteau, OK 74953
Tel: (918) 647-3833

Offers: ABL, Family Literacy
ESL

Client population:
1% Asian
4% African American
3% Hispanic/Latino
23% Native American
69% White

Clients served 1991: 135

Program history: The Council was organized in 1985 and is now a 501(c)3 corporation. Buckley Public Library operates the Literacy Council of LeFlore County for the following purposes. To: 1) recruit and to tutor undereducated people in reading and writing; 2) train and to provide back-up services and refresher training for tutors, trainers, and literacy leaders; 3) provide teaching sites in various parts of LeFlore county for the convenience of pupils and tutors; and 4) promote interest and invite the cooperative efforts of concerned people in the LeFlore county area in the activities of the Literacy Council.

Assessment tools and client outcomes: The Council uses the Slossen Oral Reading Test-Revised (SORT-R) for assessment purposes. The assessment is administered when an adult enters the program and every six months thereafter. Use of assessment on a regular basis has been instituted in the last year.

Program highlights: One of the features that makes our program successful is the cooperation and interaction we enjoy with other service providers, business people, service organizations and local governments and schools throughout the county. This cooperation not only leads to referrals of both students and volunteers, but it provides a solid fund-raising base and makes recruitment much easier. Another feature of the program is its versatility. In addition to one-on-one tutoring, we have done some small group reading, tutoring, workplace literacy, two family literacy programs, tutoring at voc-techs in the county, and are now beginning a program to work in the Choctaw Nation training Choctaws to tutor Choctaws.

Bradford Co. Library
Bradford-Wyoming Co. Literacy Program
Sherry Spencer
RR #3, Box 320
Troy, PA 16947
Tel: (717) 297-3375

Offers: ABL, Family Literacy, ESL

Client population:
7% Asian
1% African American
2% Hispanic/Latino
90% White

Clients served 1991: 121

Program history: The Bradford-Wyoming Co. Literacy Program began in 1980. The following year the Bradford Co. Library received a two year LSCA grant to begin a literacy program in Bradford Co. and to expand the next year into adjacent Wyoming Co. Literacy program staff are considered to be library staff although they work independently of the library. The library provides office space and support for the literacy program, but no direct funding.

Assessment tools and client outcomes: Adults who enroll undergo an in-take interview and assessment consisting of word recognition from the Slosson Oral Reading Test (SORT), word analysis from Literacy Volunteers of America READ (Reading Evaluation Adult Diagnosis), comprehension from LVA READ and Ekwald, and a basic writing and spelling assessment. Short term and long term goals are discussed, and literacy program staff recommend a program of study either from Laubach Way to Reading series, Challenger series, Reading for Today, or Real Life English. Once a student is matched with a volunteer tutor, staff monitor the student's progress through phone calls. The tutor reports monthly to the program office.

Program highlights: With a broad range of funding sources, the program has continued uninterrupted and expanded. The program's adult students are encouraged to become involved in the program through support groups, attending conferences, and writing articles for the student newsletter. "Raising Readers," has reached 484 young children and parents during the past year and placed 316 packets of books in their homes.

El Paso Public Library
Library Literacy Center
Ramiro Salazar
501 N. Oregon
El Paso, TX 79901
Tel: (915) 543-5413

Offers: ABL, ESL

Client population: Hispanic/Latino

Clients served 1991: 2544

Program history: The El Paso Public Library Literacy Center was established in September, 1989, with a grant from the Texas State Library. This year the city of El Paso has provided matching funds and it is expected that the Literacy Center will continue under city funding in the years to come. The Literacy Center disseminates information and makes referrals to more than 80 literacy agencies in El Paso County. It provides access to materials and offers instruction in literacy, ESL, GED, citizenship, and amnesty for teachers and tutors. Since its inception the Literacy Center has been successful in increasing the use of the Clardy Fox Branch by making it more relevant to the people it serves, and in providing adults with library instructional materials and personnel support services.

Assessment tools and client outcomes: Students attending classes at the Literacy Center are assessed by the agencies that provide the instructors. For example, students attending the morning classes are assessed using the Woodcock Language Proficiency Battery and the MORENO test as well as in-house assessment by the instructors offering the classes. The Center advocates goal-based assessment in which the students determine what their success will be.

Program highlights: The El Paso Public Library Literacy Center produced Texas' first yearly bilingual directory of literacy agencies in El Paso County, established El Paso's First Literacy Hotline, and established El Paso's first centralized library collection dedicated to adult literacy. It was named Outstanding Literacy Project of the Year (1990) by the El Paso Literacy Coalition and had staff and a student elected to Texas Conference on Libraries and Information Services.

San Marcos Public Library
Adult Education Project
Stephanie Langenkamp
310 W. Hutchison
San Marcos, TX 78667-0907
Tel: (512) 392-8124

Offers: ABL, ESL, GED preparation

Client population:
Asian
African American
Hispanic/Latino
White

Clients served 1991: 300

Program history: The Adult Education Project was started in 1985 with a small grant for materials and equipment. In 1988, 1989 and 1990, the library received three consecutive federal grants to fund the program. During these years the library developed a close relationship with the Ten County Adult Education Cooperative, a state funded agency affiliated with Southwest Texas State University. The Ten County Coop continues to provide the teaching staff for the program. The library contributes office and classroom space, books, supplies, and publicity for the program.

Assessment tools and client outcomes: The Adult Education Project uses the Hadley Adult Placement Indicator - for basic literacy students; official GED Practice Tests; the Quick Assessment (oral) from the Action Sequence Stories, for ESL students, and ESL Placement-Literacy Assessment from the Adult Education Teacher's Guide, Adult Education Center, Texas A&I. Scores are used in conjunction with more informal assessments to determine a student's initial placement and program of study. Both formal and informal evaluations are used throughout the course of study.

Program highlights: Open-ended walk-in hours - a new student may enter our program at any time. Flexible scheduling - we have morning, afternoon, and evening hours to accommodate the different needs of our students. Volunteer support - a staff teacher is always available to provide support and feedback to volunteer tutors. Location - being in a public library provides us with a wide array of materials and support services. Students who had not previously used the library become regular users.

Logan Library
Bridgerland Literacy
Judith Keller
255 N. Main Street
Logan, Utah 84321
Tel: (801) 753-5064

Offers: ABL, ESL

Client population:
25% Asian
3% African American
16% Hispanic/Latino
5% Native American
51% White

Clients served 1991: 112

Program history: Bridgerland Literacy was started by a VISTA volunteer in 1987 and was originally located in Richmond, Utah, fourteen miles North of Logan. The Logan Library agreed to house the program because they felt it would help to increase library use. The Logan Library and Bridgerland Literacy Program have since merged. Not only is the literacy program housed in the library, but the library also provides the literacy program with a part-time salary. The library and the literacy program are becoming increasingly intertwined in a very positive and mutually beneficial relationship.

Assessment tools and client outcomes: The focus of the intake interview is not on assessment although clients are given a relaxed version of the LVA READ test and a Laubach placement test. Clients are also asked to set learning goals, and tutors tailor their lessons to meet the specific needs and goals of their student. Since June of 1991, 112 adults have been in the program, and 15 have actually completed literacy instruction. Only 9 students have left the program before receiving 25 hours of instruction.

Program highlights: The program is highly individualized, giving students the opportunity to work on their specific literacy needs and goals. In addition, the program offers extensive support services for the students and offers them the opportunity to become involved and to develop leadership skills. For example, two students are voting members on the seven member board of directors. Five students act as a steering committee for the program. One student serves as a newsletter editor, and many students participate in the student support group that meets twice monthly.

Program history: The program, which began in 1984, was originally funded by Provo School District Adult Basic Education monies and a small federal grant, and located at the Orem City Library. In 1986, the Provo City Library received seed money and a federal grant for a literacy center which was set up in a converted storage room. The Provo City Library continues to provide free office space, study space, and telephone service for the Project Read program.

Assessment tools and client outcomes: Assessment tools and support are provided the volunteer tutors, who determine the needs of students and determine the placement of their student themselves. Last year Project Read graduated 17 students from the Laubach program. The previous cumulative total for six years was 14 graduates. A tutor support panel comprised of leading educators and professionals in the program and the community provides support for tutors faced with difficult teaching problems.

Provo City Public Library
Project READ
Norma Henrie
425 West Center
Provo, UT 84601
Tel: (801) 379-6654

Offers: ABL, Basic Math

Client population:
2% Asian
1% African American
26% Hispanic/Latino
6% Native American
65% White

Clients served 1991: 180

Program highlights: The Project Read tutor training program provides a college level course (providing college credit where desired, working in conjunction with Brigham Young University Department of Educational Psychology, and utilizing volunteer educational presenters from the university and professionals in the community). A student support group - REACH ME - TEACH ME - meets monthly. A tutor support group also meets on a monthly basis. There are currently 102 student/tutor pairs in the program.

Vermont Reading Project
"Connections"
Sally Anderson
P.O. Box 441
Chester, VT 05143
Tel: (802) 875-2751

Offers: Discussions for new readers

Client population: 100% White

Clients served 1991: 133 discussion sessions

Program history: The Vermont council on the Humanities began its community book discussion program in 1978. In 1986 the Council, Vermont Reading Project, Adult Basic Education coordinators and librarians developed a refinement they called "Connections" to address the needs of adult new readers. The discussion series is based on nine works of children's literature related to a common theme. It encourages people for whom reading, group discussion and libraries may be uncomfortable and unfamiliar to discover the world of books and community of readers. Participants read alone or with tutors, then meet monthly in libraries with scholars to discuss them. Books used in the program are given to participants.

Assessment tools and client outcomes: Session evaluations are filled out by readers, tutors and teachers, librarians, and scholars. Outside evaluators attend sessions and write narrative evaluations. They seek to learn: whether adult new readers become more comfortable as readers; whether they become more comfortable in libraries and more likely to use them; whether they share books and reading with their families; and whether they read more for pleasure.

Program highlights: These include the excellent books, cooperation between libraries, Adult Basic Education, Head Start, parent/teacher groups, the "outside" voice of the visiting scholar, and the gift of books to new readers.

Bristol Public Library
William A. Muller, III
701 Goode Street
Bristol, VA 24201
Tel: (703) 669-9444

Offers: ABL, Family Literacy, ESL, GED preparation, Workplace/Computer Literacy

Client population:
1% Asian
17% African American
3% Hispanic/Latino
79% White

Clients served 1991:

Program history: The Bristol Public Library receives the majority of requests for literacy services in the greater Bristol area; approximately 30 a month. Bristol Public Library started its literacy branch (The Literacy Academy of Bristol---LAB) in 1988 as a part-time, voluntary educational assistance program at the Boy's Club of Bristol, serving Boy's Club members and their families. Since then, the LAB has served over 800 adults and 300 children. It is located adjacent to the library.

Assessment tools and client outcomes: The LAB's design is based on: (1) clients selecting their educational goals, (2) professional assessment (standardized testing; PIAT; Woodcock; Key Math; and Official GED Practice Test), and (3) an Individualized Educational Plan (IEP) developed from test results including activities to reach each objective in the plan, and assessment of mastery. This method has produced over 200 GED graduates, approximately 300 adults attaining other goals, afforded over 200 children the opportunity to remain on grade level, and assisted over 100 special education children to return to the regular classroom.

Program history: Becoming an alternative for public schools and offering all levels of literacy training are the most successful features of the LAB. The majority of LAB students have average to above average I.Q.s, yet function as slow learners in public schools. As a result of numerous factors, these students need individualized instruction. Once the educational goal is reached, students have returned to traditional community schools and have been successful.

Seattle Public Library
Start Smart & The Reading Place
Becky Allen
1000 4th Avenue
Seattle, WA 98104
Tel: (206) 385-4668

Offers:	Family Literacy, Collection & Outreach
Client population:	5% Asian 40% African American 4% Hispanic/Latino 1% Native American 50% White
Clients served 1991:	

Program history: The Reading Place is the Seattle Public Library's collection of books for adult new readers. It is located in 10 Seattle libraries and is a highly accessible and visible collection. Established in 1991 it offers books, taped books and videos in 18 subject areas: sports, science, religion, reference, poetry, history, people, stories, parenting, news, world, how-to, study skills, GED, USA, work, health and teaching. The materials are displayed on special shelves so that their covers are displayed for easy identification. Adult new readers participated in naming the collection, choosing the shelving, identifying the subject areas and assisting in book selection through quarterly book ordering parties.

Assessment tools and client outcomes: One of the most successful outcomes of this project is our outreach program in which library staff train volunteers in teams with adult new readers to make educational presentations to literacy and ESL classes about The Reading Place and the library in general as a resource for them.

Program highlights: Start Smart, a family reading program is sponsored by the Seattle Public Library in collaboration with four community-learning programs. It's goals are to assist parents (who are learning to read) and their children have fun learning together and learn about books and about library resources. The program meets weekly at the community-learning center and is staffed by children's librarians and adult literacy facilitators. During the 8 week program, families hear stories, read together, write poetry, make family books, visit the library and participate in many other learning activities.

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